General Plan
1992 - 2012

City of Turlock

September 1992
(adopted March, 1993)

Turlock General Plan

1992 - 2012

City of Turlock

September 1992
(Adopted March 1993)

COMMUNITY DEVELOPMENT
900 N PALM ST, P.O. Box 1526
(209) 668-5565

STEVEN HALLAM
Community Development Director
FAX (209) 667-9406

April 22, 1993

To Interested Public Entities

Distribution of Turlock General Plan

Enclosed is a copy of the complete Turlock General Plan, which was formally adopted by the Turlock City Council on March 15, 1993. This copy is being sent to you pursuant to California Government Code § 65357 (a).

On behalf of the City of Turlock I would like to take this opportunity to thank you for the input, suggestions and comments, both formal and informal, that your agency or district provided to our city throughout the General Plan update process. We are quite proud of this General Plan and believe it has put into policy text and map form the ideas and values of Turlock citizens and community residents.

Additional copies are available from the City of Turlock Community Development Department. Please give us a call if we can provide any information in this regards. Again, THANKS for you interest and assistance. It was appreciated!

Sincerely yours,

Steve Hallam

Steven L. Hallam, AICP
Community Development Director

cc: File

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

Section 1
Overview

The Turlock region's first known inhabitants were the Yokut people, the most widespread group of California Indians. Spanish explorers first began arriving in the area around 1806. By 1840, most of the Indian population had been decimated due to disease, and the violence brought by white settlers.

The first white pioneers settled along the banks of the Tuolumne and San Joaquin rivers. The Gold Rush was directly responsible for the settlement of the region, attracting miners, traders, and persons in an array of other businesses meeting the needs of a growing community.

The construction of the Southern Pacific Railroad, begun in 1871 and completed in 1888, transformed the Central Valley; Turlock was founded in the first year of its construction. The Railroad, which served as a means to transport large wheat crops to markets in Stockton and beyond, was a blessing for the economically distressed region languishing from the demise in 1867 of the cattle range.

Turlock has had a long history of planning. A general plan for the City was prepared in the early 1950s, and although it was never adopted, it served as a point of departure for future plans. The General Plan prepared in 1969, much before general plans acquired their present political and legal stature, addressed such contemporary issues as urban sprawl and unnecessary destruction of farmland, and was updated in the early 1980s.

The present effort, begun in 1990, represents a continuation of this planning tradition. In response to the City's needs and California law, the 1992 Turlock General Plan, through text and diagrams, describes the City's ideas for its future and the ways in which it intends to transform these ideas into reality. The General Plan's elements reflect six overall themes.

1.1 GENERAL PLAN THEMES

1.1-a **Establishing limits to urban growth that will maintain Turlock as a freestanding city surrounded by productive agricultural land**. The City's identity, history, and economy derive from its site in the center of one of the richest agricultural regions in the country. Orchards, dairy operations, and row crops are found in the Turlock area in a complex pattern created by relatively small holdings of land and excellent conditions for production of a variety of commodities. Agricultural industries in the City process the products of nearby farms, as well as poultry raised in the foothills. Policies throughout the General Plan are intended to support continued agricultural production and industry while also providing for continued diversification of the City's economic base.

1.1-b **Maintaining an economically and socially diverse population by promoting a greater variety of housing types citywide and a localized mix of housing types in some areas**. Like preservation of agricultural land, lack of affordable housing is a problem throughout California, not just in Turlock. Turlock residents come from many different household structures, circumstances, and income groups, and the General Plan calls for a more diverse housing stock to allow opportunities for all. Elderly persons, students, single-parent households, adults sharing housing, multifamily households, and multigenerational households where adult children live with their parents are household types that evolve from economic need or personal preference. This wide range of household types deserves a wide range of housing. Mixing housing types in localized areas will contribute to an economically and socially integrated city.

1.1-c **Providing commercial and industrial sites consistent with Turlock's growth.** The City's economic development and population growth are intertwined in a complex relationship. With a population exceeding 45,000 in 1992, and a projected 2010 population of approximately 88,000, the City will be able to support a wider variety of retail stores and services, including some not available at present. Increased industrial activity and growth in other economic sectors will be needed to sustain a

healthy economy and, perhaps more importantly, maintain the relationship between jobs and housing that offers many opportunities to City residents.

1.1-d **Fostering development that offers alternatives to auto use, especially for non-commute trips**. Turlock's level topography makes it ideal for pedestrians and bicyclists. Yet many of the City's subdivisions built in the 1970s and 1980s create circuitous routes that add distance to trips. Bicycle routes do not cover the whole City, and outside of Downtown, shopping areas are frequently unwelcoming to anyone not in a car. General Plan policies counter these trends by calling for the renewed use of traditional neighborhood street patterns and more provisions for bicycle use. Related policies envision neighborhood-based stores and shops that will reduce distances, making walking more appealing.

1.1-e **Creating an economic and social balance among different city sectors**. At community workshops, Turlock residents spoke about perceived distinctions between different parts of the City. With many relatively high-priced homes added in northeast Turlock in the 1980s, the neighborhood distinctions that have been felt for some time may have intensified. The City's southern neighborhoods are closer to the freeway, the sewage treatment plant, and to industry, factors which have tended to make these locations less appealing. The continued presence of unincorporated "islands" in the southern part of the City means that some areas have never been required to conform to City regulations and standards. The Plan balances development in the different parts of the City by promoting growth to the southeast as well as to the north, by identifying opportunities for infill development, and by calling for annexation of all county islands.

1.1-f **Using growth management to implement General Plan policies and quality of life objectives**. After extensive community debate and deliberation by the City's decision-makers, Turlock adopted a residential Growth Management Program Ordinance in April 1991. The Program was designed to regulate the rate of

residential growth and to ensure ongoing availability of urban facilities and services. The growth rate is consistent with historical and regional projections for the City, so it does not pose significant restrictions. The current economic recession and the consequent slow-down in residential construction has meant that the limits of the Growth Management Program have not yet been felt. Many of the General Plan's policies affirm the policies of the Growth Management Program.

1.2 GENERAL PLAN REQUIREMENTS

California's tradition of allowing local authority over land use decisions means that the State's cities have considerable flexibility in preparing their General Plans. However, though land use policies are not mandated, the issues to be addressed in the Plan are prescribed by State law. California Government Code Sections 65300 *et seq.* establish requirements for the content of General Plans, as well as for their adoption and subsequent amendments.

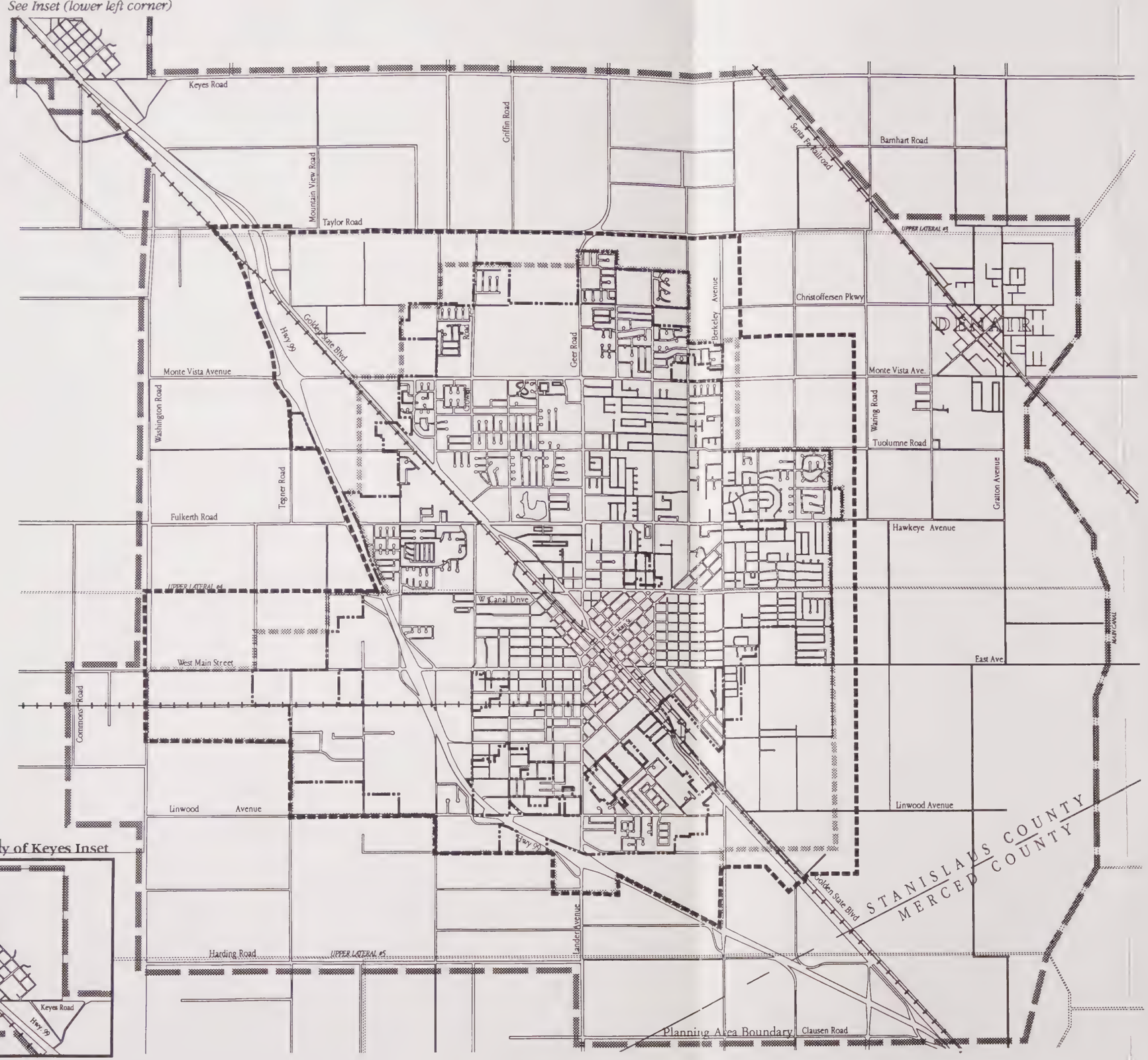
Seven general plan elements are required by State law, which permits the required contents of the elements to be combined at the discretion of the local government producing the Plan. The seven required elements are: Land Use, Circulation, Housing, Open Space, Conservation, Noise, and Safety. Section 1.5 describes how the material required to be included in these elements is organized and integrated with optional elements in the Turlock General Plan. The Housing Element is the part of the Plan for which the most detailed and extensive requirements are prescribed. Although often referenced as a separate document, the Housing Element is published in full and included in Section 3 of this document.

COMPREHENSIVENESS

The General Plan must be comprehensive. This requirement has two components. First is a geographic component, which requires that the Plan cover the entire incorporated area of the City, as well as any other land which bears relation to the City's planning. Figure 1-2 illustrates the Planning Area Study Boundaries which extend beyond Turlock's city limits and ultimate Sphere of Influence. This larger geographical area has been included in the Plan's study area because the City believes these unincorporated communities and lands "bear relation" to planning activities the City undertakes. Second, the Plan must address the full range of issues associated with the City's physical development.

Planning Area and Boundaries

Figure 1-2



Primary Sphere of Influence

Secondary Sphere of Influence

Planning Area Boundary

Turlock City Limit

0 4000' 8000'

Turlock

ENVIRONMENTAL IMPACT REPORT

BLAYNEY DYETT GREENBERG *Urban and Regional Planners*

September 1992

INTERNAL CONSISTENCY

The consistency requirement established by State law (Government Code Section 65300.5) and interpreted in several significant judicial decisions requires the separate parts of the Plan to be fully integrated and to relate internally without conflict. This horizontal consistency requirement extends to the diagram and figures, as well as to text, and to data and analysis in addition to policies.

All portions of the Plan, whether required by the State or included at the option of local government, have equal legal weight. None may supersede another. Furthermore, if a single element of the General Plan is judged to be inadequate with respect to legal requirements, the entire Plan may be considered inadequate. Comprehensive General Plan revisions such as the one that resulted in production of this Plan provide an ideal opportunity to satisfy the requirements of both comprehensiveness and consistency.

AMENDMENTS TO THE PLAN

The Plan may be amended from time to time, but opportunities for such amendments are limited to four times per year. Each amendment may make an unlimited number of changes to the Plan. Because the requirement for internal consistency is never relaxed, particular care must be taken to ensure that amendments maintain consistency with text and diagrams in all Plan elements.

1.3 USES AND PURPOSES OF THE PLAN

The purposes of the City's General Plan are both abstract and concrete. The Plan document expresses the abstract ideas and visions of the community. The six themes described above together convey a sense of what is most important to the City's residents and how the community will focus its efforts in dealing with change during the coming decades. But the Plan will be in use long before the City's vision is achieved. The Plan is a document for landowners and developers to consult prior to formulating development proposals, and for City officials to consult when reviewing proposals for private development and public projects.

This Plan focuses on what is concrete and achievable; the inclusion of sections focusing on implementation and financing is evidence of this. As a guide to the City's physical development, the Plan offers criteria for evaluating the consistency and desirability of development proposals, and it also sets forth actions to be undertaken by the City. These range from public works projects to revisions of the Zoning Ordinance. Because of the requirements that a variety of other City actions be consistent with the General Plan, regular ongoing use of the Plan is essential.

1.4 RELATIONSHIP TO OTHER CITY REGULATIONS, POLICIES AND PROGRAMS

The General Plan provides the basis for all of the City's regulations, policies and programs that relate to issues addressed in the Plan. In addition to requiring that the Plan be internally consistent, the State requires what is sometimes called vertical consistency—i.e., consistency between the General Plan and other City actions. This requirement means that the City's zoning and subdivision ordinances, specific plans and redevelopment plans must be consistent with the Plan. In addition, all development approvals, public works projects, and open space implementation programs have to be consistent with the General Plan.

The State's *General Plan Guidelines* provide the following rule for defining consistency: "An action, program, or project is consistent with the general plan if, considering all its aspects, it will further the objectives and policies of the general plan and not obstruct their attainment.[1]" This rule clarifies that consistency does not require all subsequent city actions to be specifically anticipated by the General Plan. Because the Plan is both general and long-range, there are many circumstances where future City actions will be addressed only generally in the Plan.

---

[1]*General Plan Guidelines*. Governor's Office of Planning and Research, Sacramento, CA, 1990, p. 212.

CONSISTENCY BETWEEN THE PLAN AND ZONING

The City's Zoning Ordinance is one its most important tools for implementing the Plan. Requirements for consistency between the General Plan and zoning can be broken down into three aspects[2]:

- **Uses and Standards.** The General Plan's land use classifications are more general than the Zoning Ordinance classifications. For example, the Plan has four different categories for residential use, while the zoning ordinance is likely to have more. Multiple zoning districts may be consistent with a single General Plan residential classification, as long as all of the densities and unit types allowed in each zoning district are also permitted in the relevant General Plan category.

- **Spatial Correlation.** The Zoning Map should reflect the general pattern of land use depicted on the Plan Diagram. However the two need not be identical. Boundaries of land use classifications depicted on the General Plan Diagram are generalized; zoning boundaries may follow parcel or other lines. In instances where more than one zoning district corresponds with a single General Plan land use classification, boundaries for the districts will have to created within the area of the corresponding use depicted on the Plan Diagram.

- **Timing.** There are two main issues related to timing. The first addresses the time frame for bringing zoning into compliance with the General Plan; State law allows a "reasonable time" for reconciling the zoning ordinance with the General Plan[3]. The General Plan has a 20-year horizon, while zoning focuses on the immediate appropriate uses for individual sites. In many cases, zoning will only gradually fulfill the prescriptions of the General Plan. The California Supreme Court has opined that "zoning is intended to represent a considered, specific and lasting implementation of the broad statements of policy of the general plan."[4]

---

[2]*ibid.* p. 214.
[3]California Government Code 65860 (c).
[4]*United Outdoor Advertising v. Business, Transportation and Housing Agency* (1988) 44 Cal. 3d 242.

The second issue relates to the timing and sequencing of development. All land within City limits should be zoned in accordance with the General Plan land use designations. In instances where agricultural land outside the City is designated for non-agricultural uses on the General Plan Diagram, the designated General Plan uses can be applied for at the time of prezoning, as is currently the practice in Turlock. No land designated Agriculture in the Plan should be incorporated except where the City desires to maintain areas in agriculture that will serve as community separators. An array of zoning techniques such as overlay zones, enhanced amortization of non-conforming uses, etc., can be used to sequence and expedite implementation of the Plan. Performance standards can also be used.

Many General Plan policies, in particular those in the Land Use, Housing, and City Design elements, call for specific changes to be made to the Zoning Ordinance. Zoning Map and Ordinance changes based on both the General Plan Diagram and text are to be made by the City following Plan adoption.

1.5 USING THE PLAN / PLAN ORGANIZATION

The organization of the General Plan is summarized in Table 1.5-A. Throughout the Plan, cross-references guide the reader to related policies in other sections and elements. The Implementation Program unifies separate elements by identifying key actions for the City to undertake in the five years following Plan adoption.

The General Plan Diagram found at the back of this volume illustrates policies relating to land use, circulation, conservation, and public facilities. The Diagram is an important part of the plan that contains information not presented anywhere else. However, General Plan policies cannot be interpreted from the Diagram alone. Policies throughout the Plan complement the information in the Diagram.

Each section of the Plan includes narrative text providing information about the topics addressed, followed by two sets of policies:

TABLE 1.5-A
ORGANIZATION OF THE GENERAL PLAN

TURLOCK GENERAL PLAN ELEMENT	STATE-MANDATED?	MAJOR ISSUES ADDRESSED	CLOSELY RELATED ELEMENTS
Land Use	yes	distribution of land uses, standards for population density and building intensity, growth management, intergovernmental relations	All
Housing	yes	programs for production and conservation of housing for low and very-low income households and households with special needs	Land Use, City Design
Public Facilities	no	parks, schools, non-transportation infrastructure	Land Use
Transportation	yes	street classifications, transit service, pedestrian and bicyclists needs, rail, truck routes	Land Use, Noise
Open Space and Conservation	yes (combines two required elements)	agriculture, air quality, water quality, energy	Land Use, Public Facilities (parks section)
City Design	no	city form, residential neighborhoods, Downtown	Land Use, Housing
Noise	yes	noise attenuation and reduction	Land Use, Transportation
Safety	yes	seismic safety, emergency preparedness, safety services	Land Use
Implementation[1]	no	programs to be undertaken in five years following Plan adoption	All
Financial[2]	no	Plan implementation costs, municipal financing options, fiscal impact analysis.	All

[1]Not an adopted part of the General Plan.

[2]Forthcoming.

Guiding Policies are statements of philosophy or intent;

Implementing Policies are commitments to specific actions that are to be undertaken in order to achieve the results called for by the Guiding Policies.

Both types of policies are numbered individually for ease of reference. Many policy statements are followed by explanatory text or cross-references which are in italic type. Numbered statements printed in roman type are the City's adopted General Plan policies. Text in italics is not adopted policy. The General Plan Diagram, other figures, and the Land Use Classifications in Section 2.1 are also adopted parts of the General Plan.

1.6 PUBLIC PARTICIPATION IN PREPARING THE PLAN

Because the General Plan is intended to be a statement of community preferences, and because it will result in significant changes to the City, public participation in making the Plan is very important. Public input began even before the formal Plan revision process was initiated, with a public opinion survey conducted in Summer of 1990. The results of the survey helped to identify key issues to be addressed as part of the General Plan revision process.

Broad news coverage, including an op-editorial (along with an informational brochure) published prior to the first workshop, served to offer education to the City's citizens early in the Plan Update process.

During General Plan preparation, community participation was solicited at a number of well-attended workshops. Two of these focused on Plan issues, one on choices for the Plan, and one on land use alternatives. In each case written or graphic material was prepared in advance and made available to participants. A City mailing list was maintained and used to advertise the workshops. Other forums for public comment on the Plan have been City Planning Commission and City Council meetings at which staff has provided updates on the progress of the Plan.

Groups with special interests have also contributed. The City's Affordable Housing Task Force and the Turlock Community Housing Resources Board both provided information and ideas used in the Housing Element. The Arts Advisory Commission, the Community Activities and Facilities Commission, and the Turlock Chamber of Commerce submitted comments with suggestions for the Draft Plan.

The final stages of public participation are the hearings at which the Environmental Impact Report that analyzes the Plan and the General Plan will be certified and adopted, respectively. Following a joint public workshop in early December, 1992, the Planning Commission and City Council held thirteen public hearings during formal Plan Consideration process. Final adoption of the Updated General Plan took place on March 15, 1993.

Section 2
Land Use Element

The Land Use Element consists of land use classifications, policies, and a land use plan, referred to as the General Plan Diagram, that designates the proposed general location and extent of each use category. The Element also includes policies on growth management and inter-jurisdictional relationships. Issues related to city form, design, and character are addressed in the City Design Element.

The General Plan Diagram and the land use policies will have a major impact on Turlock's form and character over the next 20 years. Critical issues faced by Turlock that are addressed in this Element include: direction of urban expansion and phasing of growth, location of retail and neighborhood centers, expansion of downtown, and location of proposed parks and recreational facilities.

The General Plan Diagram is often seen by many to be the "General Plan." It is only a graphic representation of the planning values and ideals of the community as expressed throughout the written text of this General Plan. The reader is reminded to refer to the Plan text in conjunction with the Plan Diagram.

2.1 LAND USE CLASSIFICATIONS

The following descriptions apply to land uses indicated on the General Plan Diagram (Figure 2-1 included at the back of this volume). The legend on the Plan Diagram is an abbreviated version of the descriptions. The classifications are adopted as General Plan policy and are intentionally broad enough to avoid duplicating existing City or County zoning regulations. More than one zoning district may be consistent with a single General Plan land use category, and revisions to the zoning regulations will be necessary to implement the General Plan.

According to State law, the General Plan must establish standards of population density and building intensity for each land use classification. The General Plan stipulates residential densities in housing units per gross acre; population density can be obtained by applying an average

persons per housing unit count[1] to the housing unit densities; the City's 1984 Plan states densities as units per gross acre while the Stanislaus County's 1989 Plan expresses densities as units per net acre. For nonresidential uses, the Plan specifies a maximum permitted ratio of gross floor area to site area (Floor Area Ratio or FAR, see Glossary).

The density/intensity standards do not guarantee that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations, General Plan policies, and/or site conditions may reduce development potential within the ranges stated in the Plan. Table 2.1–A shows gross density standards for residential categories and FAR standards for the other uses. Assumed averages for residential categories are listed in the descriptions that follow. Mixed-use development in the new neighborhood centers may be approved at higher intensities; see Table 7.3–C in the City Design Element for details.

RESIDENTIAL

Residential densities are per gross acre of developable land, provided that at least one housing unit may be built on each existing legal parcel designated for residential use. Second units permitted by local regulation and State-mandated density bonuses for provision of affordable housing are in addition to densities otherwise permitted. Small areas may have zoning at higher densities to reflect built intensities at the time of zoning ordinance revisions following Plan adoption.

Residential areas can include child care facilities, places of religious assembly, and retail grocery stores not exceeding 2,500 square feet in size.

Assumed average densities are used to calculate probable housing unit and population holding capacity. Neither the averages nor the totals constitute General Plan policy. The different housing types referred to in the discussion below are illustrated in the City Design Element.

Very Low Density. 0.2 - 3.0 units per gross acre, resulting in a range of population density of 0.55 - 8.2 persons per gross acre. Typical lots will

[1]Based on 1990 U.S. Census data, the number of persons per total housing units is 2.74.

TABLE 2.1-A
ALLOWABLE BUILDING INTENSITIES AND RESIDENTIAL DENSITIES

Land Use Category	Maximum Permitted Floor Area Ratio	Residential Density (units per gross acre)
RESIDENTIAL	na	
Very Low Density		0.2 - 3.0
Low Density		3.0 - 7.0
Medium Density		7.0 - 15.0
High Density		15.0 - 30.0
OFFICE	0.35	
COMMUNITY COMMERCIAL		
Downtown[2]	3.00	
Non-Downtown	0.25	
HEAVY COMMERCIAL	0.35	
INDUSTRIAL	0.25	
AGRICULTURAL	na	0.2

[1]Exclusive of second units and density bonuses for affordable housing.
[2]Off-street parking required.

Higher building intensities for mixed-use developments may be permitted in the new neighborhood centers; see Table 7.3-C in the City Design Element.

Source: Blayney Dyett Greenberg.

be one-third of an acre large. This designation is proposed only for the northeast edge of Turlock and is to act as a residential, large lot buffer between the higher density, urban uses in Turlock and the lower density, rural uses in Denair; the intent is to maintain parcel sizes that can serve to keep both Turlock and Denair as separate, independent communities. The average density assumed for General Plan calculations is 1.5 units per gross acre.

Low Density. 3.0 - 7.0 units per gross acre resulting in a range of population density of 8.2 - 19.2 persons per gross acre. Housing in this density range is typical of recent subdivisions built throughout Turlock, though few subdivisions have achieved densities at the high end of the range. The intent of this classification is to provide locations for construction of single-family homes with a range of lot sizes that allows large-lot subdivisions as well as detached housing on smaller lots that can reduce the cost of single family housing. At the maximum permitted density, 4,670 square-foot lots at a net-to-gross ratio of 0.75, and possibly 4,500 square-foot lots with efficient subdivision design, could be achieved. Single-family detached residences will be the typical housing type in this range. To construct a large detached house (3,000 square feet plus) on the smallest achievable lot in this designation, a two-floor structure will be necessary. Because housing at this density reaches the largest residential market, it is expected to account for about half of all housing added in the Planning Area during the next twenty years.

Medium Density. 7.0 - 15.0 units per gross acre, with an equivalent population density of 19.2 -41.1 persons per gross acre. Virtually all new single-family attached residences are expected to be built in this density range, which recognizes that single-family attached and multifamily units will make up an increasing percentage of the City's housing stock in years to come. Single-family attached units offer a way to reduce the cost of owner-occupied housing. Housing of this type is consistent with the General Plan policies seeking to limit the expansion of the City in order to preserve agricultural lands and maintain a compact urban form, while responding to many households' preference for single-family units. Mobile home parks and apartments within this density range will meet the needs of many households without the financial means or the desire to be homeowners.

Single-family attached units will typically be built at 7 to 10 units per gross acre, though the range will permit mid-sized (1,500 square feet) houses in two-story row- or townhouses. Large units or State-mandated density bonus for affordable housing will necessitate multifamily housing types. This designation will also allow semi-detached houses and duplexes. At the upper-end of the range, apartments occupying about 85 percent of the area of a site will result in densities of 17.7 units per net acre. Most existing mobile-home parks at full occupancy are within the Medium Density range. Oak Park Apartments is at the high end of this density range.

High Density. 15.0 - 30.0 units per gross acre, plus State-mandated bonus for affordability where applicable. The resulting range of population density will be 41.1 - 82.2 persons per gross acre. This classification is applied in a small number of locations where apartments would fit well with their surroundings. The findings of the Housing Element, which indicate the importance of multifamily housing in providing suitable homes for the City's low income households, are reflected in the application of this classification. A net-to-gross ratio of 0.85 will bring the net density to 35.3 units per acre, a density not yet achieved in Turlock. The State-mandated bonus could result in net densities as high as 44.1 units per acre at the top end of the range. The resulting housing type will to a great extent be determined by unit size, parking, and open space requirements but will include triplexes and quadruplexes, stacked townhouses, and walk-up garden apartments.

OFFICES

The Office category includes business and professional offices, with a maximum FAR of 0.35. The areas near the Civic Center, Emanuel Hospital, and on Geer Road between West Canal Drive and Hawkeye Road are suitable for offices but not for retail businesses. The City's P-A zoning in place in 1992 will have to be modified to allow offices as a permitted use and housing as a conditional use. Zoning districts can limit development to more specific uses such as medical offices or require higher development standards, such as for the Business Park. The Business Park may include employee-serving uses such as child care and restaurants.

COMMUNITY COMMERCIAL

This classification includes neighborhood and community-serving businesses such as stores, auto dealers, restaurants, personal, business and financial services, and commercial recreation. Maximum permitted FAR is 0.25, except in Downtown where 3.0 FAR is permitted if separate off-street parking is provided. Zoning districts will limit certain commercial areas to neighborhood stores or non-automotive establishments.

HEAVY COMMERCIAL (including Thoroughfare Commercial)

This classification includes several types of uses that are distinguishable because of their characteristics, such as outdoor activities or their orientation to the automobile. Some, such as equipment sales, bakeries, and lumber yards, have characteristics similar to many industrial uses. Others, including hotels and motels, fast-food establishments, and service stations, serve a retail function, but are oriented towards the automobile. Examples of other uses in the category are upholstery and furniture refinishing, auto body shops, printing, and publishing activities. Maximum allowable FAR is 0.35.

PUBLIC / INSTITUTIONAL

This classification includes elementary and secondary schools and California State University Stanislaus (CSUS), governmental offices, airport, County Fairgrounds, and other facilities that have a unique public character. Places of religious assembly are not shown on the General Plan Diagram and governmental facilities that are similar to private offices or industrial facilities are not shown as public.

INDUSTRIAL

General manufacturing and distribution in an environment that accommodates the needs of large-scale operations, some of which need extensive outdoor storage. This category includes operations such as the sewage treatment plant that have an industrial character but may be under public ownership. Retail uses are excluded, except those oriented primarily to serving businesses or employees within the industrial area. Maximum FAR is 0.25.

PARK AND RECREATION

This classification includes existing and planned public recreation sites and golf courses. Commercial recreation is included in areas designated for community commercial use, and private, commonly-owned and maintained open space is included in areas designated for residential use.

AGRICULTURE

Field and row crops, orchards, dairy operations and other agricultural activities are covered by this classification. Residential density is limited to a maximum of one unit per five gross acres (0.2 units per gross acre), provided that one housing unit may be built on each existing legal parcel. Agricultural activities are permitted in this classification with fewer restrictions on operations and animal maintenance than in residential classifications. Limited agriculture-related commercial services and accessory, light industrial uses that do not conflict with agricultural activity are also permitted.

Table 2.1–B shows land area devoted to each land use classification in the Plan Diagram.

2.2 POPULATION HOLDING CAPACITY

Buildout of the General Plan for the City will accommodate 87,600 residents in the Planning Area, more than doubling the 42,198 residents counted by the 1990 census. The time at which full development ("buildout") consistent with Plan policies will occur is not specified. Table 2.2-A shows additional development that may result under the General Plan, summarized by quadrants as depicted in Figure 2-2. The quadrants are used for descriptive purposes only.

Development consistent with the General Plan resulting from application of assumed average densities and building intensities for the different land use classifications to vacant and underutilized sites is described in Table 2.2–A. At the existing (1990) ratio of 2.74 persons per housing unit, the Plan will result in an addition of 16,570 housing units, or about 45,400 persons, for a buildout population of about 87,600 for Turlock (excluding

TABLE 2.1-B
PLAN AREA BY LAND USE CLASSIFICATION (in acres)

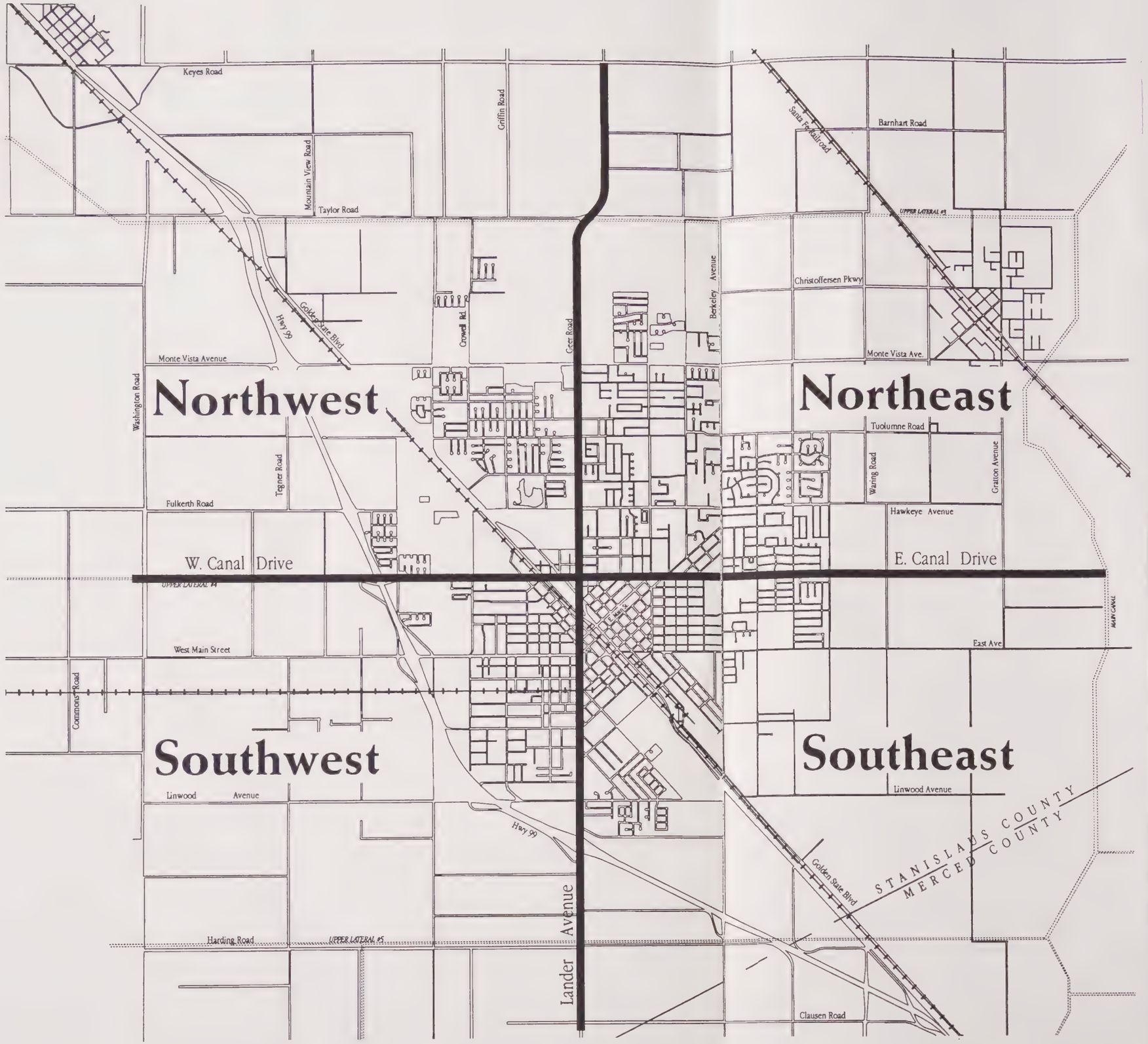
	RESIDENTIAL				NON-RESIDENTIAL								
	Very Low Density	Low Density	Medium Density	High Density	Office	Commercial	Heavy Commercial	Business Park	Industrial	Public Uses	Detention Basins	Parks[1]	TOTAL
Turlock Quadrant													
Northwest	0	930	212	170	42	225	317	73	387	352	105	145	2,958
Northeast	333	1,314	125	57	108	41	0	0	0	34	0	60	2,090
Southwest	0	392	178	7	0	0	5	132	1,048	73	30	13	1,878
Southeast	0	1,235	127	85	21	167	122	0	140	133	18	122	2,152
Total	333	3,871	642	319	171	433	444	205	1,575	592	153	340	9,078
Denair	0	468	8	6	0	18	0	0	3	0	0	0	503
Keyes	0	143	0	15	0	0	189	0	20	0	0	0	367
TOTAL PLANNING AREA	333	4,462	670	340	171	451	633	205	1,598	592	153	340	9,948

[1]Includes joint park/detention basins.

Source: Blayney Dyett Greenberg.

Planning Area Quadrants

Figure 2-2



0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

TABLE 2.2-A
ADDITIONAL DEVELOPMENT UNDER THE DRAFT GENERAL PLAN

	RESIDENTIAL (housing units)					NON-RESIDENTIAL (floor area in thousands of sq. ft.)					NON-RESIDENTIAL (land area in acres)		
	Very Low Density	Low Density	Medium Density	High Density	TOTAL	Office	Community Commercial	Heavy Commercial	Business Park	Industrial	Public Uses	Detention Basins	Parks[1]
Turlock Quadrant													
Northwest	0	1,990	2,120	1,280	5,380	340	1,680	3,180	0	0	100	105	45
Northeast	500	1,240	1,110	350	3,190	480	70	0	0	0	10	0	21
Southwest	0	590	80	150	820	0	380	60	1,460	1,250	10	30	0
Southeast	0	3,690	2,130	1,350	7,170	300	1,420	1,500	0	70	50	18	110
TOTAL[2]	500	7,500	5,430	3,140	16,570	1,120	3,550	4,740	1,460	1,320	170	153	176

BUILDOUT POPULATION

Increment population @ 2.74 persons per housing unit	45,400
1990 Census population	42,198
Total buildout population for Turlock (excluding Keyes and Denair)	87,600

[1]Includes 145 acres for golf course.

[2]All numbers except the 1990 Census population rounded to the nearest ten.

Sources: 1990 U.S. Census; Blayney Dyett Greenberg.

Keyes and Denair). This represents a growth rate of 3.7 percent and is comparable with projections prepared by SAAG. (See Table 2.2-B.)

The projected Turlock growth rate from 1990 to 2010 of 3.7 percent is slightly less than that for the 1980s (4.8 percent) and the 1970s (6.5 percent). This is consistent with estimates based on SAAG projections for the County which indicate a 2010 population of 650,600 (this represent a 2.9 percent annual growth rate from 1990-2010), compared with a 3.4 percent rate of growth during the 1980s.

2.3 RESIDENTIAL AREAS

Below are the land use policies related to residential areas. For detailed information on housing types and program policies, refer to the Housing Element, and for design policies, refer to the City Design Element.

Guiding Policies

2.3-a Provide for addition of all types of housing at a broad range of densities and prices.

2.3-b Facilitate multifamily housing construction and permit it in all sectors of the Planning Area.

2.3-c Encourage small-lot single-family housing construction.

2.3-d Encourage new residential areas to have a "neighborhood" orientation.

See also City Design Element.

2.3-e Preserve the scale and character of existing neighborhoods.

2.3-f Maintain diversity in the citywide mix of housing types.

TABLE 2.2-B
POPULATION PROJECTIONS AND PLAN BUILDOUT
TURLOCK AND STANISLAUS COUNTY

	1980[a]		1990[a]			2010		
	Population	% of County	Population	% of County	Annual Growth Rate 1980-1990	Projected Population[1]	% of County	Annual Growth Rate 1990-2010
Turlock	26,287	9.9%	42,198	11.4%	4.8%	87,600	13.5%	3.7%
Stanislaus County	265,902	100.0%	370,522	100.0%	3.4%	650,600	100.0%	2.9%

[a]Turlock and Stanislaus County figures from U.S. Census.
[1]Turlock projected plan buildout population based on land use plan and 1990 persons per housing unit (2.74).

County 2010 population estimated from SAAG projections.

Sources: U.S. Census 1980 and 1990, Stanislaus Area Association of Governments, Stanislaus County Projections, April 1992; Blayney Dyett Greenberg.

Implementing Policies

2.3-g Revise zoning ordinance and/or adopt residential design guidelines that establish development standards consistent with the objectives and classifications in the General Plan. These would include:

- Establishment of minimum and maximum densities consistent with the Plan.

  In addition to prescribing maximum densities, the zoning ordinance will regulate the minimum allowable densities in each residential zone. Approval of projects at densities lower than stipulated by the General Plan will not be permitted.

- Reserving the Planned Development (P-D) designation for projects that offer design possibilities that would be constrained by adoption of standard residential or other base district zoning.

  To prevent imposition of the P-D process on unwilling applicants, the zoning ordinance should limit the P-D process so that it is initiated only at the request of project proponents.

- Establishment of a 4,500 square-foot minimum lot zone to allow small-lot single-family development as-of-right in the Single Family (R-1) zone district.

  Small-lot housing is likely to encourage participation in the ownership market by many first-time buyers. Small-lot development will result in conservation of land and allow the City to retain some residents who might otherwise go elsewhere to purchase a house. The 4,500 square-foot lot zone could either be a part of the R-1 district or a separate zone by itself.

2.3-h Prepare and adopt residential design guidelines (see also City Design Element).

Guidelines allow community agreement on design expectations before projects are proposed. They can be structured so as not to stifle creativity while allowing fulfillment of community objectives. Residential design

guidelines will be applicable to all projects except custom single-family homes on infill sites. Some of the current policies, such as subdivision development standards, will require reexamination.

2.3-i Development of lands east of Daubenberger, south of Hawkeye, designated for Low Density Residential is considered premature for annexation and development until adeqaute recreational and park facilities for the South West Quadrant of the City have been identified through an adopted Parks Master Plan.

During adoption of the Updated General Plan the City Council eliminated a proposed 35-acre community park site identified in the vicinity of Daubenberger Road and Canal Drive based on community concerns. It was acknowledged that community and neighborhood parks are an important community asset and that sites must be identified ***prior*** *to development takes place. Preparation and adoption of a Parks Master Plan is an immediate Plan Implementation Project to take place in FY93/94 (See Policy 4.1-r).*

2.4 RETAILING AND RELATED USES

Retail areas offer convenience to Turlock residents and help shape the City's image. About 16 percent of Turlock's residents (1990 Census) are employed in the retail-trade sector. (See Table 2.5–A for more information on employment by industry.) Shopping and use of services are activities that provide for social contact as well as business transactions. Though residents may not know neighborhoods outside their own, community shopping areas are likely to be equally well known by people living in all areas of the City. Therefore, retail districts are a critical element of people's perception of their city.

Retail and related uses within the City are important ingredients in the City's success from an identity and a fiscal viewpoint—one percent of total taxable sales, $2.68 million in 1990, goes into the City's General Fund. Of course, such businesses also provide jobs in the community.

As shown in Table 2.4–A, per capita sales in Turlock in 1989 and 1990 were slightly higher than the average per capita sales for Stanislaus County as a whole. In many categories, including food stores, auto dealers and auto suppliers, per capita sales are higher than in Modesto. This is probably attributable to the fact that many residents of smaller communities (Patterson, Newman, Delhi, and Hughson, as well as Keyes and Denair) come to Turlock to make purchases. However, there are several categories where Turlock sales are weak relative to Modesto, reflecting poor merchandise selection in Turlock. These categories are apparel, general merchandise and home furnishings and appliances—types of merchandise for which shoppers like to have a wide selection. Leakage of sales in these categories has been documented by market studies prepared for recent retail development proposals. Plan policies support the addition of retail facilities that will provide more choice in these categories.

The Plan envisions a considerably expanded retail sector in the City—with expansion greater than the anticipated growth in City population. The anticipated doubling of the 55,000 Planning Area population over the next twenty years, along with increased per capita sales resulting from the addition of regional retail, suggests that the Planning Area could support as much as 1.8 million square feet of additional retail floor area.

The following policies relate to the land use aspects of retail and related uses. For urban design policies relating to Downtown and neighborhood design, refer to the City Design Element.

Guiding Policies

2.4-a Encourage regional retail shopping in the City.

The City's established shopping centers offer a selection of major supermarkets and drug stores, while Downtown and smaller shopping center tenants offer specialty shops and services. What the City does not have are full-size major department stores. Economic data, resident surveys, and Turlock's current weakness in apparel and general merchandise sales indicate a good market for a regional mall. The success of a Turlock mall will largely depend on its ability to attract anchor tenants who may have branches in Vintage Faire Mall in Modesto or at the Merced Mall.

TABLE 2.4–A
PER CAPITA TAXABLE RETAIL SALES
TURLOCK, MODESTO, STANISLAUS COUNTY, AND CALIFORNIA
(last quarter of 1989 and first three quarters of 1990)

	Turlock (pop. 42,198)[1]	Modesto (pop. 164,730)	Stanislaus County (pop. 370,522)	California (pop. 29,760,021)
Apparel	$208	$438	$240	$343
General Merchandise	790	1855	980	867
Drug Stores (taxable)	359	253	218	159
Food Stores (taxable)	757	586	520	498
Packaged Liquor Stores	81	122	92	68
Eating and Drinking Places	770	820	618	777
Home Furnishings & Appliances	373	668	389	316
Building Materials & Farm Implements	551	723	719	547
Auto Dealers and Auto Suppliers	1,289	1087	1160	1060
Service Stations	569	484	481	499
Other Retail Stores	612	996	813	943
Total	$6,359	$8,032	$6,230	$6,077
Percent of California per capita sales	105	132	103	100

[1]Based on 1990 U.S. Census population.
Sources: 1990 U.S. Census, California State Board of Equalization, Blayney Dyett Greenberg.

2.4-b Provide adequate lands to accommodate the development of commercial areas which will: (a) conveniently serve current and future residential needs, (b) provide employment opportunities, (c) contribute to the attractiveness of the community, and (d) contribute to the City's tax base.

2.4-c Designate areas for commercial and industrial uses only to the extent that adequate support (service land uses, etc.), convenient access to employment, and compatibility with nearby land use designations can be assured.

2.4-d Limit the existing "strip commercial" centers along Geer Road by restricting changes in zone districts from residential or office to retail commercial.

Extensive public input during the General Plan process emphasized the desire to avoid creation of lengthy commercial strips. Further, existing traffic volumes and lack of available right-of-way for road widenings limit the ability of Geer Road to accommodate the higher traffic volumes that would be associated with more retail activity.

2.4-e Make Downtown a unique shopping district emphasizing specialty shops, entertainment opportunities, restaurants, and professional services.

See Section 7.2 for discussion and policies on Downtown.

2.4-f Emphasize compact form and pedestrian orientation in new shopping areas.

Participants at community meetings on the General Plan expressed dislike for arterial streets with strip-form shopping districts that must be navigated by car. The General Plan emphasizes shopping districts with a neighborhood outlook.

2.4-g Contribute to neighborhood identity by providing for local shopping centers that many residents can reach by foot or bicycle.

Local-serving shopping centers are key elements of the neighborhoods described in Section 7.3.

Implementing Policies

2.4-h Designate a site for an enclosed regional mall with other regional retailers (such as auto dealers) nearby.

The General Plan allocates about half of the retail space to be added in the City to the regional mall, a new auto mall, and the Walmart site. All are in the triangle bounded by Highway 99, Fulkerth, and Golden State Boulevard. This area should be sufficient to accommodate 1.6 million square feet of retail space.

2.4-i Require mall developers to fund transportation improvements that will be necessary to accommodate the level of activity anticipated.

Because of the proximity of the mall site to the Monte Vista / Highway 99 interchange, improvements will be required to serve mall traffic. Developer funding should be made a condition of project approval.

2.4-j Promote development of neighborhood-oriented mixed-use centers that provide convenience shopping.

Ease of access, visual prominence, and limited neighborhood shopping are reasons for both the success of retail on Geer Road and the traffic congestion problems there. Continuing the present pattern would result in increased traffic on an already-overburdened street and greater distances between shopping areas.

2.4-k Distribute shopping areas so that new neighborhood centers will be located just over one mile from existing major (80,000 square feet or more) shopping centers.

This policy will improve access to neighborhood centers and avoid proposals for more shopping centers than can be supported. A rule of thumb is that at least 10,000 trade area residents are needed to support a supermarket that must compete with large existing stores. In each trade area only one is likely to succeed, and duplication will cause vacancy, substandard development, or attempts to locate inappropriate uses on sites that are unable to attract a supermarket.

2.4-l Allow neighborhood grocery stores not exceeding 2,500 square feet in areas wherever they can be supported and will not create unacceptable traffic problems or nuisance due to hours of operation.

The General Plan Diagram does not recognize all existing neighborhood groceries or indicate sites at all locations suitable for additional stores. Implementation will require a Zoning Ordinance amendment, since, in 1992, zoning does not allow small neighborhood groceries as either a permitted or conditional use in residential districts.

2.4-m Amend the City's Zoning Ordinance to distinguish among types of retail areas by creating a Thoroughfare Commercial Zoning District and differentiating between regional retail (e.g., mall and auto dealer sites) and local-serving retail.

The Zoning Ordinance should convey the City's intent to separate retail uses with different functions.

2.4-n Do not approve commercial development projects without a satisfactory traffic and/or parking impact mitigation program. No occupancy permits should be issued until associated traffic and parking impact mitigation measures are completed or established.

2.4-o Implement Downtown Master Plan.

See Section 7.2 for discussion of the Downtown.

2.4-p The Land Use Designations within the Northwest Triangle (bordered by Hwy. 99, Fulkerth Road, and Golden State Blvd.) may be refined and modified following adoption of a Specific Plan prepared pursuant to C.G.C. 65450 et seq.

The land uses designated in the "northwest triangle" add considerable amount of lands designated for community commercial land uses (1.6 million sq. ft. GLA) while acknowledging significant circulation constraints. The City encourages these property owners to participate in preparation of a Specific Plan as an implementing tool of this General Plan. A Specific Plan would provide for a more detailed "specific" analysis of this area of the City with clearer identification of land use potential, circulation options, and infrastructure funding options.

2.5 INDUSTRY

Turlock's agricultural setting has historically provided a basis for the City's industry. Turkey processing is the food industry that, in 1992, employs the most people in the City. Turkey-raising operations are not on the Valley floor, but rather in the foothills to the east where land is less valuable and the climate is good for raising poultry.

Tables 2.5–A and 2.5–B summarize information about Turlock industry in 1990. Notable is the predominance of manufacturing and distribution businesses, and, among the largest employers, the importance of food processing and food-related manufacturing. This pattern is representative of the County as a whole—according to the State Employment Development Department, 28 percent of non-agricultural jobs in Stanislaus County in 1989 were in "goods-producing industries."

Features that make the City an attractive industrial location include:

- **Regional Location.** Proximity to Central Valley cities and the Bay Area make Turlock an excellent location from which to distribute goods.

- **Good transportation links.** Freeway and rail access (Southern Pacific, Santa Fe, and Union Pacific) are available.

- **Housing Cost.** Historically, low housing costs have enabled industries to employ large numbers of local residents at wage rates in the $7.00 - $10.00 per hour range. A growing population has meant a large labor pool, but increased housing costs tend to drive up wages and therefore production costs.

- **Presence of a four-year college.** CSUS offers continuing education for professionals as well as opportunities for undergraduate and advanced degrees.

- **Utilities.** Electricity has been available from TID at rates lower than are offered by PG&E. Sewer capacity has only recently become a potential constraint on industrial expansion. (See Section 4.3 for policies on sewage capacity).

TABLE 2.5–A
TURLOCK INDUSTRY 1990

Number of Employees	Number of Businesses					
	Manufacturing	Wholesale	Processor	Distribution	Other	Total
1-10	20	11	9	20	2	62
11-25	16	1	5	7	3	32
26-50	11	0	0	1	0	12
51-100	4	0	5	2	1	12
101-250	5	1	1	0	0	7
251-500	2	0	2	0	0	4
>500	1	0	2	0	0	3
Total	59	13	24	30	6	132

Sources: Turlock Chamber of Commerce, *Turlock Industrial Directory*, 1990; Blayney Dyett Greenberg.

TABLE 2.5–B
PROFILE OF INDUSTRIES EMPLOYING OVER 100 PERSONS

Company Name	Industry Type	Area of Distribution	Corporate Headquarters	Number of Employees
Central Valley Glass+	wholesale	California	Turlock	101-250
Conagra Turkey*	processor	international	out of state	251-500
Conagra Consumer Frozen Foods*	manufacturing	western U.S.	out of state	251-500
Foster Turkey Products*	processor	western U.S.	California	over 500
Gardenia Foods*	processor	national	California	50
International Paper*	manufacturing	international	out of state	101-250
Medic Alert Foundation+	manufacturing	international	Turlock	101-250
Robco Products+	manufacturing	national	Turlock	101-250
Snider Lumber Products	manufacturing	national	Turlock	251-500
Tab Products+	manufacturing	international	California	101-250
Tri-Valley Growers*	processor	California	California	over 500
Varco-Pruden Buildings+	manufacturing	western U.S.	out of state	101-250
Valley Fresh, Inc.*	processing	international	Turlock	251-500

* food-related industry.
+ non food-related.

Sources: Turlock Chamber of Commerce, *Turlock Industrial Directory*, 1990;
Blayney Dyett Greenberg.

Guiding Policies

2.5-a Minimize conflicts between industry and other land uses by concentrating industrial activity west of Highway 99, and limiting residential development to the east side of the freeway.

Though some industry, including major poultry processing operations, is located east of the freeway, industrial growth will be to the west where land use conflicts will be minimized.

2.5-b Enhance the positive factors that have made the City attractive to industry.

Several of the reasons that industries have historically located in the City are decreasing in importance, or may even be serving as deterrents. Foremost among these is rising housing cost, which in turn increases labor costs. Some of the factors that affect industrial location are not within the control of the City. A major concern relates to air quality regulations that are now under development. Another resource issue is the long-term availability of water. The City's investigation of alternative water sources including surface water or well-head treatment may result in a solution to this problem before it becomes a constraint on future development, though continued drought conditions may prevent easy remedies. Plan policies in sections 4.3 and 6.2 address these issues.

2.5-c Preserve the existing inventory of land designated for industrial use by restricting its conversion to non-industrial uses other than those necessary to serve tenants of industrial areas.

Turlock is fortunate because its largest industrial area is separated from housing and neighborhood-serving activities. Preserving this separation is one way to minimize land use conflicts and to make the City attractive to new and expanding industries.

2.5-d Increase the supply of land that is designated by the General Plan, annexed and zoned for industrial use.

In April 1991, local real estate reports indicated that less than two percent of rentable industrial space was vacant, the lowest vacancy of 11 areas surveyed in San Joaquin and Stanislaus counties.

In locating new industrial operations, businesses generally seek sites with needed characteristics where the cost of development approvals and construction—measured in both time and dollars—can be minimized. Understandably, sponsors of industrial projects also try to reduce the amount of risk when starting up a new operation. Both cost and perceived risk appear to be deterrents to businesses seeking to locate or expand in Turlock. Representatives of the City's Chamber of Commerce, the Stanislaus County Economic Development Corporation (SCEDCO) and local realtors have identified the insufficient supply of industrial land that is annexed to the City and provided with basic services as one such problem.

Implementing Policies

2.5-e Seek LAFCO approval of a Sphere of Influence change that would include all industrial land designated on the General Plan Diagram.

See also Implementing Policy 2.8-i.

2.5-f In order to maintain a generous supply of industrial land that presents little risk to potential developers and operators, annex and zone industrial land prior to receipt of development applications.

Sites that are not already annexed require environmental review under CEQA, and review and approval of the annexation proposal by Stanislaus County LAFCO before the City can consider a development application. This prolongs the development process and increases cost and uncertainty. If the costs associated with review and processing of the annexation request were later charged to project sponsors, processing time and uncertainty would be significantly reduced.

2.5-g Designate appropriate truck routes and "industrial streets" in order to accommodate industrial traffic and avoid unanticipated conflicts.

See Policy 5.2-q.

2.5-h Design industrial development to minimize potential community impacts adversely affecting residential and commercial areas in relation to local and regional air quality and odor, adequacy of municipal service, local traffic conditions, visual quality, and noise levels.

2.5-i Buffer industrial and heavy commercial areas from adjacent residential, commercial, and recreation areas.

2.5-j Designate industrial areas to be solely utilized by industrial uses to maintain and encourage mutually supportive, attractive, and compact industrial environments and to be protected from encroachment or preemption by other incompatible (non-industrial) uses.

2.6 PROFESSIONAL OFFICES AND BUSINESS PARK

In the early 1990s, office employment is provided by jobs in government (City of Turlock and Turlock Irrigation District), education (Turlock school districts and CSUS), and two businesses in the health care industry (Medic Alert and Blue Shield). The City's largest concentrations of office space are in the Civic Center and Downtown. Offices are also found along the southern part of Geer Road, mixed with retail businesses and single- and multifamily housing. Professional offices are clustered near the Emanuel Medical Center, and at several scattered sites. As the City grows, it is likely that the space needed for both government services and health-care related services will increase.

While office employment has not historically been a major contributor to the City's economy, there are good reasons to implement strategies to increase office activities. Growth in trade, manufacturing and service sectors, projected to account for the largest increase in employment over the next 20 years, is likely to spur office development. Office employment does not create heavy demands on the City's water supply and wastewater treatment facilities, or directly generate air emissions. Further, expansion of office activities such as those in the finance, insurance and real estate

(FIRE) category would diversify the City's economic base and offer more varied employment opportunities for Turlock area residents. In 1989, County jobs in the FIRE category comprised just over 4 percent of total non-agricultural jobs.

Guiding Policies

2.6-a Contribute to diversifying the City's employment base by designating large sites for office/business park use.

Choices of location have been limited for businesses needing large sites but not wanting to be surrounded by industrial activity.

Advances in communication services have greatly reduced the need for information processing businesses to locate in the center of metropolitan areas. Turlock can offer relatively low costs, low employee turnover, and high visibility sites for this or other categories of employers.

2.6-b Encourage local-serving offices to locate in and near Downtown.

A Downtown location will provide strong identity to local businesses, as well as offer convenience to customers and lend support to Downtown restaurants, shops and services.

Implementing Policies

2.6-c Designate approximately 1,300 acres for a "high-standard" office/industrial business park west of Highway 99.

Specific uses need not be identified, and might range from office to industrial activities that produce little noise or waste and that fit in with quality surroundings. Whatever the use, a high standard of design and landscaping will be required.

2.6-d Continue concentration of medical offices in vicinity of Emanuel Hospital.

2.6-e Use offices to form links north and south of Civic Center to Geer Road retail and to Downtown.

2.6-f Revise the professional/administrative (PA) zoning district so that professional and administrative offices are a permitted use, and housing is a conditional use.

The zoning regulations in effect as of 1992 make offices a conditional use in the PA district and permit single-family and two-family dwellings as-of-right.

2.7 GROWTH MANAGEMENT

Turlock's rapid growth in the late 1980s led to concerns about adequacy of public facilities and impacts of expansion on agriculture, which in turn led to adoption of the Growth Management Program (GMP). Residential building permits issued jumped from 197 in 1985 to a high of 1,033 in 1987, then down to 897 in 1988 and 481 in 1989. Due to the recession, demand for building permits in the early 1990s has been less than the maximum stipulated by the Program. However, provisions regarding facility adequacy and project size continue to be relevant.

The GMP is analyzed in greater detail in the full Housing Element.

Guiding Policies

2.7-a Continue to promote orderly and balanced residential construction within the City by retaining a maximum annual allocation of building permits authorizing the construction of new single- and multiple-family residential dwellings.

2.7-b Continue to promote orderly expansion of the City's boundaries through the approval of prezoning prior to the annexation process.

This goal of the GMP reinforces General Plan policies relating to city design and agricultural preservation.

2.7-c Ensure the adequacy and quality of public services and facilities for all residents.

2.7-d Modify the GMP if needed in response to changing development economics and changing city priorities.

2.7-e Keep growth in pace with city services.

2.7-f Ensure a balance of housing types affordable to very-low-, low-, and moderate-income households.

See also Housing Element.

Implementing Policies

2.7-g Continue to implement the GMP's policies relating to the issuance of residential building permits.

The Growth Management Program limits the issuance of residential building permits to 792 per year. (See Section 5.1 of the Housing Element.)

2.7-h Integrate Housing Element program components with the GMP, using revenue sources identified in the Housing Element to help achieve the level of affordability demanded by the requirements of the GMP.

A summary of the Housing Program is included in Section 3.3.

2.7-i Continue to annually review the City's Capital Improvement Program in order to increase capacity of needed public services in response to City growth.

2.7-j Reject proposals for prezoning and annexation if they do not satisfy GMP requirements relating to orderly and contiguous development, and public services and facilities.

The GMP includes eight questions addressing contiguity and public service impacts that must be answered in the affirmative in order for an application to be accepted for consideration.

2.7-k Prepare an annual report to the City Council to determine the need to continue, modify or repeal the GMP prior to its expiration date.

2.8 THE PLANNING AREA AND CITY/COUNTY RELATIONSHIPS

The Planning Area is the geographic area for which the General Plan establishes policies about future urban growth, long-term agricultural activity, and natural resource conservation. The boundary of the Planning Area, which encompasses approximately 40 square miles, was determined by the City Council in response to State law requiring each city to include in its General Plan all territory within the boundaries of the incorporated area as well as "any land outside its boundaries which in the planning agency's judgement bears relation to its planning" (California Government Code Section 65300).

The Planning Area is the territory for which the City makes policy in the General Plan, but it is not a future City boundary or a future urban area. Inclusion of unincorporated land in the Planning Area does not mean that the City disagrees with County policies—in many cases the intent of the General Plan is to support or express agreement with County policies for surrounding areas. The Planning Area includes all of the City's Sphere of Influence, but is different from it. The Sphere of Influence is a boundary that encompasses lands that are expected to ultimately be annexed by the City. By contrast, much of the Planning Area will never be annexed to Turlock. Another difference is that while the City determines its Planning Area without formal consultation with other agencies, decisions about Sphere of Influence and City boundaries must be made by the Local Agency Formation Commissions (LAFCOs) of Stanislaus and Merced Counties.

Additional policies relating to City/County relationships are addressed in Section 6.1, Agriculture, and Section 10, Implementation Program.

Guiding Policies

2.8-a Support Stanislaus and Merced County policies that promote continued agricultural activity on lands surrounding the urban areas designated on the General Plan Diagram.

Implementation of the General Plan will expand the City's urbanized area by eight square miles, but most of the Planning Area is to remain in agricultural use.

2.8-b Work with Stanislaus County to direct growth to incorporated areas and established unincorporated communities.

A key policy of the General Plan is the limited and orderly expansion of the City. This policy would be undermined by approval of urban activities in unincorporated areas.

2.8-c Defer to Stanislaus County for land use planning for the unincorporated communities of Keyes and Denair, provided County policies are consistent with the City's ability to provide sewage treatment and the desire to remain physically separate from surrounding communities.

Two exhibits (Figure 2-4 and 2-5) reflect Stanislaus County's General Plan land use designations for Keyes and Denair as of December 1992. Since Turlock provides sewage treatment service to Keyes and Denair, the City's primary interest is in making sure that plans for those communities reflect reasonable expectations regarding the availability of treatment capacity.

2.8-d Relieve pressures to convert valuable agricultural lands to urban uses by encouraging infill development.

2.8-e Seek Stanislaus County cooperation in designating unincorporated land for uses compatible with adjacent City lands.

2.8-f Seek to include in the City all urbanized areas contiguous with City territory.

The older areas of the City include numerous unincorporated islands. The issue of change in public facilities and services that will accompany incorporation will need to be addressed.

2.8-g Cooperate with County agencies in planning for transportation improvements and other major projects affecting multiple agencies.

The Stanislaus County Expressway Study and the County's Congestion Management Program are two of the major projects in which the City and County are participating. Both projects are led by the Stanislaus Area

Association of Governments (SAAG), the County's Metropolitan Planning Organization and its Congestion Management Agency.

Implementing Policies

2.8-h Identify Merced and Stanislaus County General Plan designations on Turlock's General Plan Diagram.

The only areas where the County designations are not duplicated on the Diagram are those contiguous to the existing urban area that are planned for urban expansion. Figure 2–3 depicts these areas.

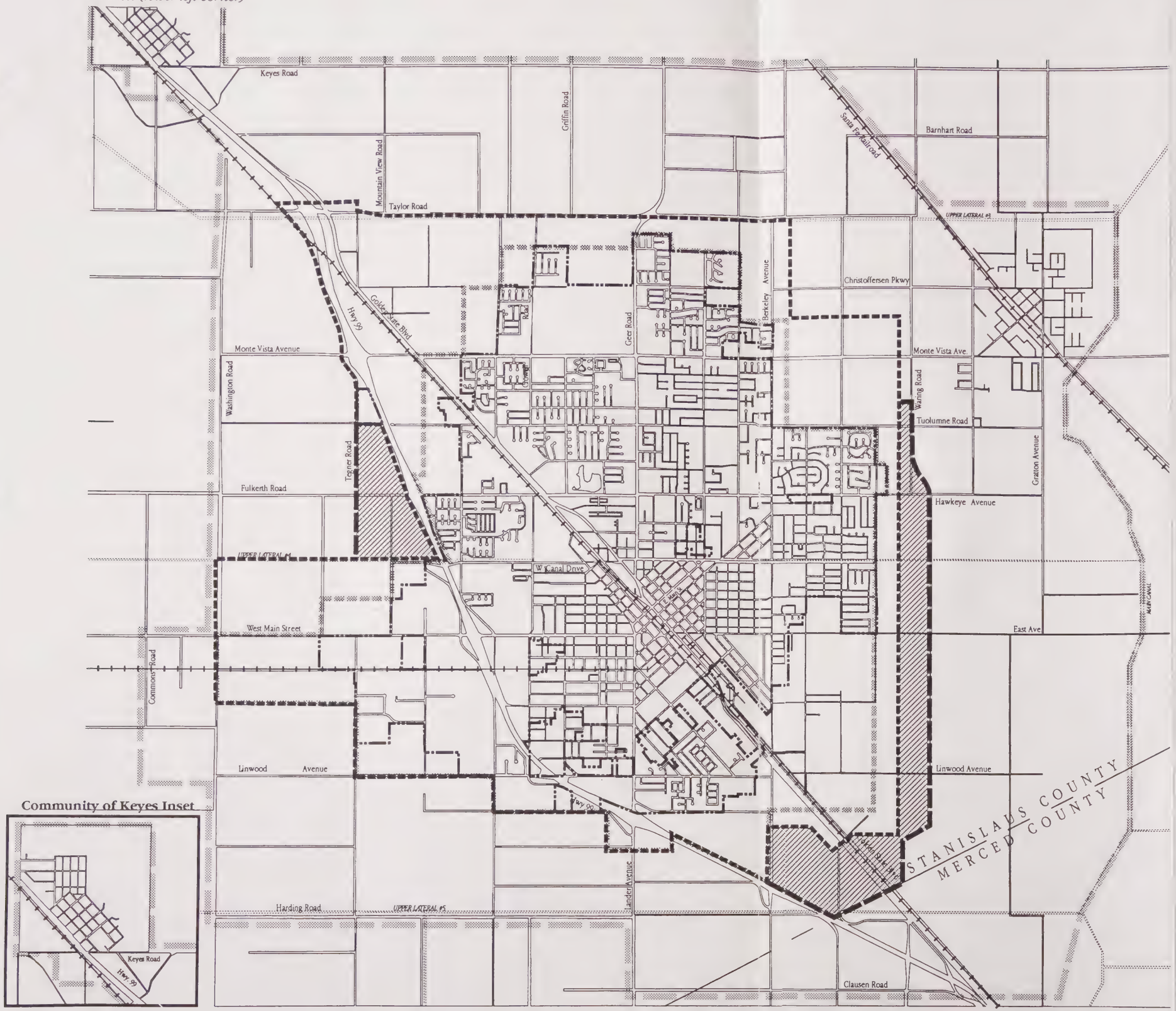
2.8-i Seek LAFCO approval of Sphere of Influence changes to reflect the General Plan Diagram. Initially, the areas depicted in Figure 2–3 should be included in the City's secondary Sphere of Influence.

LAFCO action would clearly demarcate those areas that are expected to be urbanized and incorporated in the future. Lands not within the City's Sphere of Influence (and outside of Keyes and Denair) are to remain subject to the County's regulations for lands designated for agricultural use. Including Turlock's expansion areas in the City's secondary sphere will mean that Growth Management Ordinance's criteria relating to orderly expansion of the City will have to be met before development proposals will be considered.

2.8-j Re-enter into an agreement with Stanislaus County stipulating that the City will collect and pass on to the County development fees for County improvements, and the County will refer to the City applications for development in the City's Sphere of Influence.

This policy is consistent with the Stanislaus County General Plan which was amended following a pioneering agreement made between the City and County. Subsequent to that time, the County entered into similar agreements with each of the cities in the County. However, the agreement between Turlock and the County lapsed without renewal. This policy advocates renewal of the agreement without provision of a sales tax revenue pass-through, but with the same conditions that apply to agreements made between the County and other cities.

See Inset (lower left corner)



Boundaries and Modifications to Sphere of Influence

Figure 2-3

Proposed Primary Sphere of Influence (requires LAFCO approval)

Existing Sphere of Influence (1992)

Secondary Sphere of Influence (1992)

Area to be added to the Spher e of Influence

Planning Area Boundary

Turlock City Limit

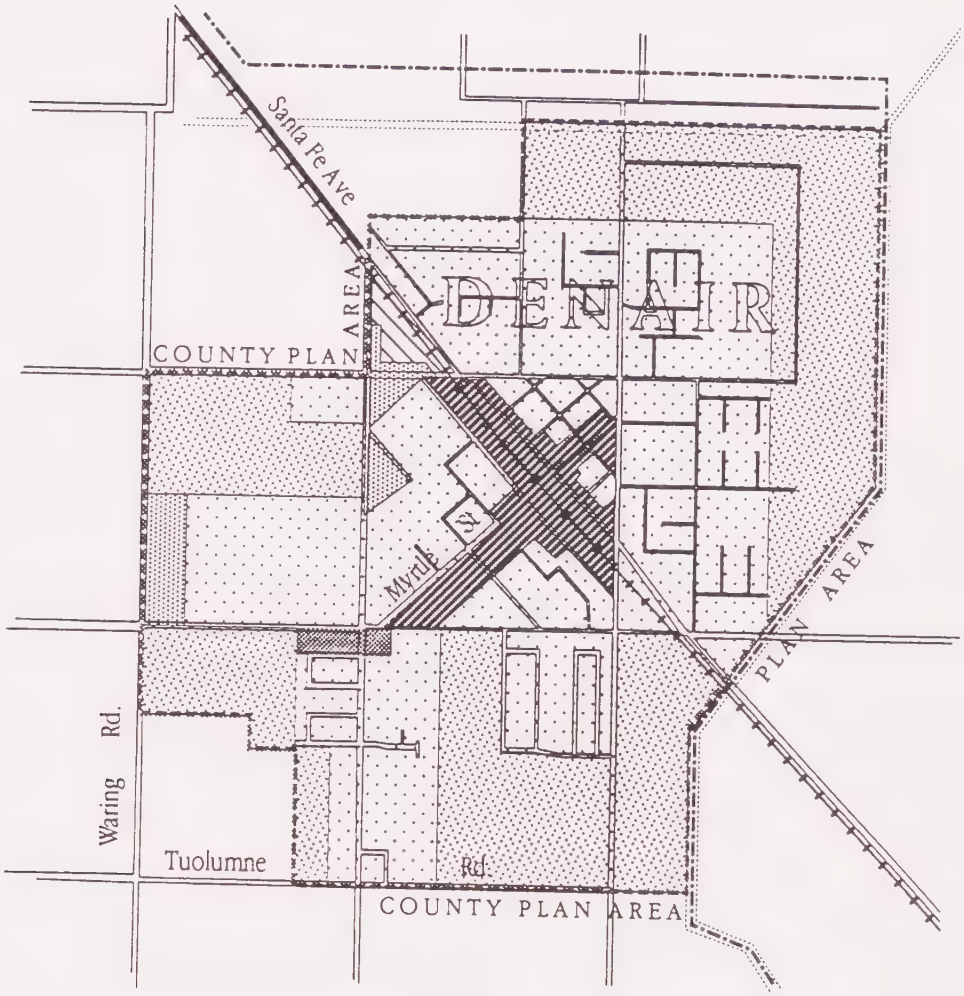
0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

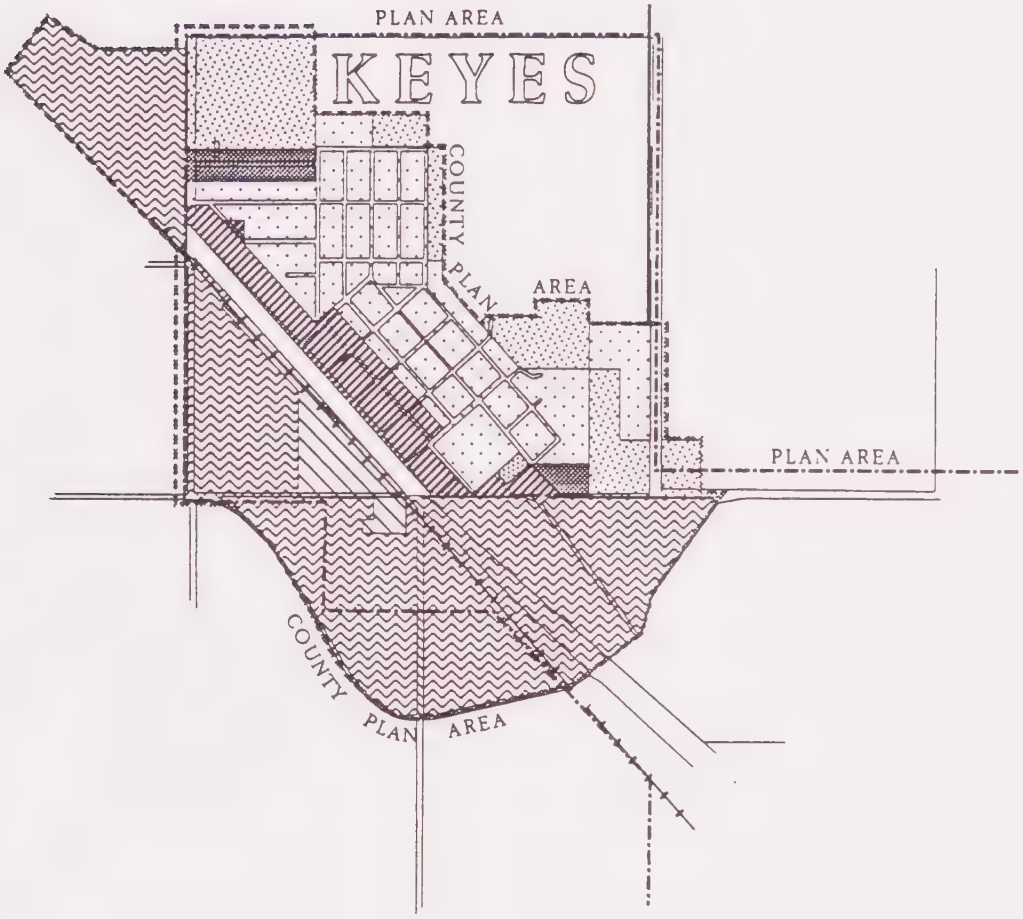
General Plan Diagram
Denair



Land Use Classifications

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Planned Development
- Community Commercial
- Heavy Commercial
- Industrial
- Urban Transition

General Plan Diagram
Keyes



Land Use Classifications

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Planned Development
- Community Commercial
- Heavy Commercial
- Industrial
- Urban Transition

2.8-k Work with Stanislaus County to identify possible revenue tools for underwriting necessary improvements in order to encourage incorporation of County islands.

Development standards in the islands differ from those in the surrounding areas. Incorporation should be made a condition of project approval on any property in any of the islands.

2.8-l Continue to participate with SAAG on matters of mutual concern to the City and County. These include programs such as regional expressway studies, housing needs determination, etc.

2.9 JOBS/HOUSING RELATIONSHIP

Total travel in a metropolitan area can be reduced by minimizing the number of in- and out- commutes in individual communities. A parity between the number of jobs and the number of employed residents is the most assured method of minimizing work-related travel, especially if residents' skills, job requirements, and cost of housing can be closely matched. Rarely do more than two-thirds of the working residents of a metropolitan community work in their city of residence; due to internalization of trips, comparable figures for a region are higher. The Stanislaus Area Association of Governments (SAAG) has considered but not yet adopted a standard to measure jobs/housing balance.

In 1990, a larger share of Turlock's employed residents (86 percent) worked within Stanislaus County compared to Modesto and even the County as a whole (81 percent each), even though a smaller share of Turlock's employed residents worked in the City itself, as compared to Modesto. (See Table 2.9–A.) An average commute for Turlock residents was shorter (19 minutes) than for Modesto and for Stanislaus County residents (22 minutes each).

For Stanislaus County as a whole, employment opportunities and the pattern of residents' employment in the different industry classifications were in good balance in 1990. The greatest employment deficiency in the County was in the services sector (approximately 7,800 jobs) and the

greatest surplus in the agriculture, forestry and fisheries sector (about 2,400 jobs). (See Table 2.9–B.)

Though reliable data on employment by sector in Turlock and Modesto, and resulting information on the number of in-commuters is not available, comparison of employment profiles of Turlock residents reveals that Turlock residents are slightly under-represented compared to the County in the construction, services, public administration and the retail trade sectors. (See Table 2.9–C.) Employment in the manufacturing and education sectors exceeded proportionate figures for County residents.

TABLE 2.9-A
EMPLOYED RESIDENTS' COMMUTING PATTERNS, 1990

Place of Work	Stanislaus County (as % of 151,010)[1]	Turlock (as % of 17,828)[1]	Modesto (as % of 69,663)[1]
In California:			
City of Residence	na	57.5	61.2
Other Stanislaus County	81.4	28.5	19.6
Outside Stanislaus County	16.0	11.9	16.7
Out of State	0.2	0.0	0.3
Not Reported	2.4	2.1	2.2
Total	100.0	100.0	100.0

[1]Numbers in parentheses indicate total employed residents.
Source: 1990 U.S. Census.

TABLE 2.9–B
STANISLAUS COUNTY EMPLOYMENT AND EMPLOYED RESIDENTS, 1990

Industry	Employed Residents (as % of 151,010)[1]	Employment (as % of 128,300)[2]
Agriculture, Forestry and Fisheries	7.8	11.1
Construction and Mining	8.6	6.3
Manufacturing	18.2	18.9
Transportation	4.0	2.3
Communications and Public Utilities	2.2	1.2
Wholesale Trade	4.3	4.5
Retail Trade	16.9	18.5
Finance, Insurance, and Real Estate	5.5	4.0
Services	20.7	18.3
Public Administration	3.9	6.4
Education	7.8	8.5
Total	100.0	100.0

[1]Total employed residents.
[2]Total number of jobs located in Stanislaus County.

Sources: 1990 U.S. Census; 1990 EDD Annual Planning Information for Modesto MSA.

TABLE 2.9–C
EMPLOYMENT BY INDUSTRY CLASSIFICATION, 1990

Industry	Stanislaus County (as % of 151,010)[1]	Turlock (as % of 17,828)[1]	Modesto (as % of 69,663)[1]
Agriculture, Forestry and Fisheries	7.8	7.8	2.8
Construction and Mining	8.6	7.1	7.9
Manufacturing	18.2	20.8	17.3
Transportation	4.0	4.0	3.6
Communications and Public Utilities	2.2	1.8	2.5
Wholesale Trade	4.3	4.0	4.7
Retail Trade	16.9	15.9	18.8
Finance, Insurance and Real Estate	5.5	5.4	6.8
Services	20.7	20.0	23.1
Public Administration	3.9	2.5	4.5
Education	7.8	10.7	8.0
Total	100.0	100.0	100.0

[1]Numbers in parentheses indicate total employed residents.
Source: 1990 U.S. Census.

Guiding Policies

2.9-a Maintain a balance between jobs in the different sectors in Turlock and the number of employed residents.

This means increasing employment opportunities for Turlock residents who work elsewhere and residential opportunities for those who work in Turlock but live elsewhere.

2.9-b Undertake efforts to increase the percentage of employed residents who work in the City to 60 percent of the total.

Considering that Modesto, with a larger proportion of population that commutes to places outside the County, already exceeds this target, this goal should not be difficult to attain.

Implementing Policies

2.9-c Expand land supply.

The General Plan increases land designated for both housing and employment-generating land uses.

2.9-d Conduct a survey to determine the number of jobs by sectors in Turlock to target those with the greatest imbalance.

A secondary source survey should be fairly easy to conduct. The largest employers have been identified in the General Plan. Other sources of information include the Turlock Chamber of Commerce, the Department of Commerce and the Employment Development Department.

These sectors include retail trade, where the situation should alter with the planned construction of regional retail facilities, and public administration.

2.9-e Emphasize economic development efforts that will attract and recruit industrial activities that complement the City's agricultural setting while enhancing other positive aspects of the City.

Section 3
Housing Element

State requirements for housing elements are more detailed and exacting than for any other general plan element. California Government Code sections 65580 through 65589 require that housing elements contain:

> An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
>
> A statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement and development of housing; and
>
> A program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies to achieve the goals and objectives of its housing element.

The Housing Element of the Turlock General Plan was adopted by the City Council in August, 1992. The adopted Element was amended on March 15, 1993 to reflect the minor text and land use diagram changes necessary to retain internal consistency with the other elements of this General Plan. The complete Housing Element, including the date and analysis required by State Guidelines, has been reproduced in its entirety and reprinted for inclusion herein.

As required by State law, Turlock's Housing Element identifies residential sites adequate to accommodate a variety of housing types for all income levels, analyzes governmental constraints to housing maintenance, improvement and development, addresses conservation and improvement of the condition of the existing affordable housing stock, and outlines policies to promote housing opportunities for all persons.

3.1 HOUSING POLICIES AND PROGRAMS SUMMARY

Turlock's housing goals, objectives and programs address varied dimensions of the housing market and a range of housing resources. The program components and quantified objectives are discussed in detail in the Housing Action Program found in Section 7 of the Housing Element and further outlined in Table 7.1A, 7.2-A and 7.2-B of the Housing Element. In general, the goals and objectives of the Housing Programs are summarized below:

HOUSING PROGRAM GOALS AND OBJECTIVES

- Provide housing for households in all income categories as called for in the Regional Housing Needs Report prepared by the Stanislaus Area Association of Governments.

- Facilitate the provision of market-rate housing that will fulfill the needs of above-moderate, moderate, and low–income households.

- Target public resources toward conservation of existing housing and construction of new housing for very–low– and low–income households.

- Make sufficient land available for residential development to meet the City's share of regional housing needs.

- Remove constraints to the production and conservation of housing unless those constraints are necessary to achieving vital City objectives.

- Maintain consistency among General Plan elements as the Plan is implemented.

- Continue to provide opportunities for persons from all economic segments of Turlock to participate in design and implementation of the Housing Program.

- Work to provide equal access to housing for all households.

3.2 TABLE OF CONTENTS

TABLE OF CONTENTS *(Continued)*

LIST OF TABLES

LIST OF TABLES (*Continued*)

LIST OF TABLES *(Continued)*

Introduction

Turlock's housing stock has historically been well-matched to the City's population. Due to relatively low land and construction costs, for decades residents working in agricultural production and processing jobs were able to afford comfortable housing in the city. By the start of the 1990s, however, a strong feeling had emerged that the match is no longer so good -- in particular, that households working in jobs that have been the mainstay of the city's economy now have a hard time finding satisfactory housing.

Respondents to the City's August 1990 Public Opinion Poll ranked "developing affordable housing" and "slowing the increase in housing costs" high on their list of issues that Turlock should do more about. In March 1991, participants at two General Plan workshops identified affordable housing as of one of the five top issues to be addressed in the City's General Plan revision. Representatives of Turlock industry and the Chamber of Commerce perceive housing affordability as a key issue in retaining and attracting industries.

This Housing Element seeks to respond to the concerns of the City's residents and businesses, as well as to meet the requirements of State law (Government Code sections 65580 to 65589.8). The Housing Element is unlike any of the other General Plan elements -- it includes more data and analysis, and has more of its structure mandated by the State. The Housing Element addresses all of the dimensions of housing supply and demand by integrating information and policies relating to new housing construction with information and policies about housing programs. The Element is consistent with the other parts of the General Plan.

The closest relationship between General Plan elements is between the Land Use and Housing elements. For example, the Housing Element's affordability analysis concludes that market-rate rental units are largely affordable to low-income households, while only a small proportion of ownership units are. The Land Use Element identifies land suitable for densities typical of rental projects as well as small lot single-family units. The Housing Element includes policies for zoning changes that will decrease the cost of single-family units, as well as policies to speed up the process of approving rental projects. Both types of changes are intended to improve the housing outlook for Turlock's low income residents.

Though the emphasis of the Housing Element is on affordability, its goals and programs do not rely heavily on public funding for housing. Instead the emphasis of the Housing Element is to work to reduce the cost of producing housing, resulting in savings that can be passed on to the consumer. Programs that make land available for housing and reduce the cost of meeting the City's development standards can result in making market-rate housing available to more households. This means that limited public resources can be targeted to those households that need help most because the market cannot meet their needs.

1 Housing Element Requirements and Process

To a greater extent than for any other part of the General Plan, the contents of the Housing Element are mandated by State law. Government Code Sections 65580 through 65589 set forth detailed requirements for the preparation and content of housing elements. By law, a Housing Element must contain the following major sections:

- An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
- A statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement and development of housing; and
- A program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of its Housing Element.

The housing program must identify adequate residential sites available for a variety of housing types for all income levels, assist in developing adequate housing to meet the needs of low- and moderate-income households, address governmental constraints to housing maintenance, improvement and development, conserve and improve the condition of the existing affordable housing stock, and promote housing opportunities for all persons.

The material included in the Housing Element will form the basis of the assessment of need and inventory of housing resources. "Housing resources" are broadly defined to include housing-related programs and services as well as housing units.

JANUARY 1993 AMENDMENT

The City of Turlock recently completed work on an update to the Turlock General Plan. This amendment to the Housing Element is necessary to reflect the modifications to the City's General Plan, particularly the Land Use Element. The updated Land Use Element has significantly modified and expanded potential sites necessary to meet the anticipated housing

need. This new Inventory of Sites section has been completed and forwarded to the Department of Housing and Community Development along with the modifications proposed by this amendment.

PUBLIC PARTICIPATION IN HOUSING ELEMENT PREPARATION

Through the work of two of the City's task forces, public participation in preparation of the Housing Element is ongoing. The Housing Task Force, established in the Spring of 1991, has proposed a number of programs focusing on the needs of low- and very-low-income households that addresses construction, rehabilitation and preservation of housing. The Turlock Community Housing Resources Board (TCHRB), in existence since 1987, has 11 members representing government, private industry and community organizations. The TCHRB works to promote fair housing, and is preparing the part of the Housing Element Action Program that addresses housing opportunity and combats discrimination in housing.

The results of the work of both the Task Force and the TCHRB are integrated into this Housing Element which was considered at community workshops and hearings by the Planning Commission and City Council.

The Housing Task Force was established by resolution of the City Council on March 26, 1991. The membership of the Task Force is mandated as follows: "a ten-member Task Force who are residents of the City of Turlock and from one of the following representative groups: low income Hispanics, low income non-Hispanic, Chamber of Commerce, Building Industry Association, Board of Realtors, banking institution, Turlock Community Housing Resource Board and...the (City's) Housing Program Coordinator".

2 Population Characteristics

CURRENT AND HISTORIC POPULATION

Based on the experience of the 1980's, Turlock could be described as a fast-growing city in a fast-growing county. While the County's population increased 39 percent during the decade, Turlock grew 60 percent. The disproportionately high growth experienced in Turlock was almost matched by Modesto, the largest city in the county, with an increase of 54.5 percent. By contrast, population in the unincorporated areas of the County increased less than 3 percent during the period.

The population increase during the 1990's translates to an average annual rate of growth of 4.9 percent. As shown in Table 2-A, the 1970's saw a 6.5 percent growth rate. However, the relatively fast growth of the past two decades was surpassed by population increases early in the century, when the City more than doubled in size between 1910 and 1920.

Turlock's 1990 population was 42,198, as reported by the U.S. Census. Population outside the City added 12,038, for a total Planning Area population of 54,236. (See Table 2-B.) The Census reports 15,400 housing units in Turlock in 1990, with an average household size of 2.81 persons, an increase of 0.22 persons per unit from 1980. Projections of future growth in the City are discussed below and in subsequent sections of the Housing Element.

SAAG PROJECTIONS OF POPULATION, HOUSING AND EMPLOYMENT

The Stanislaus Area Association of Governments (SAAG) adopted in November 1989 projections of population, housing and employment for all of the cities in the county. Assumptions made by SAAG reflect recent experience regarding both the amount of growth and the sources of the County's population increase. One of SAAG's basic assumptions is that California will continue to expand its population at the same annual average rate as experienced during the period 1970 - 1989. The second is that growth in Stanislaus and other counties bordering the Bay Area is expected to be directly affected by growth in the nine counties that have traditionally been defined as the Bay Area. For the first time, SAAG formulated projections that explicitly identify Stanislaus County as part of the "Greater Bay Area," and projected that Stanislaus, with San Joaquin, Santa Cruz, Monterey and San Benito counties will house the Greater Bay Area population not housed in the Inner Bay Area.

SAAG projects a Turlock population of 96,274 in 2010, and also describes the components of the population increase relative to housing type. The addition of 18,493 dwelling units is projected during the period of General Plan buildout, an average of approximately 920 units per year. These estimates reflect an average annual growth rate of 4.2 percent over the 20 year period, which is almost the same as the City experienced during the 70-year period from 1910 to 1990. Projections in the City's General Plan indicate that a more modest increase of 16,110 housing units will be added during the 20-year Plan buildout period resulting in an annualized growth rate of 3.7 percent over this same period.

TABLE 2-A
TURLOCK HISTORIC POPULATION GROWTH

Year	Population	Average Annual Growth Rate since Prior Decade	Average Annual Growth Rate since 1910
1990	42,198	4.85%	4.20%
1980	26,287	6.51%	4.11%
1970	13,992	4.38%	3.71%
1960	9,116	3.87%	3.58%
1950	6,235	2.57%	3.50%
1940	4,839	1.24%	3.82%
1930	4,276	2.34%	5.13%
1920	3,394	7.99%	7.99%
1910	1,573	na	na

Sources: For all 1990 population, U.S. Census.
For all other years, City of Turlock End of Moratorium report. 3/18/87; Blayney Dyett Greenberg.

TABLE 2-B
POPULATION TRENDS AND PROJECTIONS
TURLOCK, PLANNING AREA, AND STANISLAUS COUNTY

	1980[a]		1990[a]			2010[1]		
	Population	% of County	Population	% of County	Annual Growth Rate 1980-1990	Population	% of County	Annual Growth Rate 1990-2010
Turlock	26,287	9.9%	42,198	11.4%	4.8%	96,274	13.5%	4.2%
Planning Area	36,588	13.8%	54,236	14.6%	4.0%	110,000	15.4%	3.6%
Stanislaus County	265,902	100.0%	370,522	100.0%	3.4%	714,785	100.0%	3.3%

[a]Turlock and Stanislaus County figures from U.S. Census. Planning Area figures are estimates based on Census data.
[1]SAAG projections. County projected 2010 total population estimated from projected household population, maintaining the 1990 ratio of total population to household population (1.02). Planning Area population is an estimate based on regional trends and SAAG projections.
It has not been adopted as a target population for the Plan.

Sources: U.S. Census 1980 and 1990; Stanislaus Area Association of Governments; Stanislaus County Projections, November 1989; Blayney Dyett Greenberg.

2.1 HOUSEHOLDS AND HOUSEHOLD SIZE

The number of households in Turlock in 1990 was 14,689, up 48 percent from 1980. It is projected that by 2010, the number of households in Turlock will more than double the 1990 figure to 33,576. (For more information on projections, see Table 3.1-B.)

Household size for Turlock in 1980 was 2.59 persons per household. In 1990, that figure was 2.81. This compares with 2.60 persons per household for the County as a whole. Increased average household size for the City during the decade appears to be related to the increased proportion of Hispanic households, which tend to have a larger household size than the population as a whole.

2.2 ETHNIC GROUPS

Turlock's population is largely white, though the proportion of whites in the population decreased from 87.7 percent to 82.5 percent from 1980 to 1990, consistent with statewide trends. The Census collects data on three racial groups other than whites: American Indian/Aleutian, Asian/Pacific Islander, and Black (respondents may also indicate "other"). As shown in Table 2.2-A, all of these groups increased in absolute terms and in proportion to the City's total population, though only marginally in some cases. Notable is the fact that the number of City residents identifying themselves as Black or Asian/Pacific Islander more than doubled during the decade.

Separately from asking about their race, the Census asks individuals whether they identify themselves as of Spanish or Hispanic descent. Spanish/Hispanic residents made up 21 percent of the City's population in 1990, reflecting an increase of 137 percent during the 1980s. As noted above, the growing proportion of Hispanic households in the City is likely to result in a larger average household size than would otherwise be observed.

TABLE 2.2-A
TURLOCK RACE AND ETHNICITY

Race/Ethnicity	1980 Number	Percent ofTotal Population	1990 Number	Percent of Total Population	Percent Change 1980-1990
American Indian/ Aleutian	211	0.8%	393	0.9%	86.3%
Asian/ Pacific Islander	612	2.3%	1,845	4.4%	201.5%
Black	222	0.8%	500	1.2%	125.2%
White	23,056	87.7%	34,820	82.5%	51.0%
Other	2,186	8.3%	4,640	11.0%	112.3%
Total	**26,287**	**100.0**	**42,198**	**100.0%**	**60.5%**
Spanish/Hispanic[1]	3,726	14.2%	8,849	21%	137%

[1]Persons of Spanish/Hispanic origin may be of any race.

Sources: U.S. Census 1980; Blayney Dyett Greenberg.

2.3 AGE OF POPULATION

Table 2.3-A shows that the age distribution of the population has remained fairly stable, with only a slight decrease in the percentage of young adults aged 18 to 24 (15.7 percent to 11 percent), and a corresponding increase in the percentage of adults aged 25 to 44 (27.8 percent to 32.3 percent). People 65 years and older constitute 12.5 percent of the total population, down only slightly from 12.7 percent in 1980.

2.4 HOUSEHOLD INCOME

To categorize and determine eligibility for housing programs, the federal and state governments describe households and families as very-low, low, moderate, and above-moderate income. These categories correspond to percentages of the County median family income: households earning 50 percent or less of County median income are classified as very low-income, those earning 51 percent to 80 percent are low-income, those earning 81 to 120 percent are moderate-income, and above moderate-income households are those earning more than 120 percent of the median. The 1990 median income in Stanislaus County was $32,500 for a household of four. Table 2.4-A shows income limits by household size for each category.

According to HUD, between 1990 and 1991, median income for a family of four in Stanislaus County increased from $32,500 to $34,500, a gain of 6.2 percent. For the analysis of housing affordability, to maintain consistency between income, housing sales prices and rent data, the 1990 income figures will be used. (See Section 4.1 for discussion of housing affordability.) It should be noted that the 1990 census data indicate Turlock households had a median income of $27,293 in 1989, slightly lower than the overall county median of $29,793.

Since 1990 Census income data is not yet available, the 1980 SAAG income distribution data for Turlock and 1990 income estimates for the planning area prepared by a private firm [Urban Decision Systems] are used here to discuss housing affordability and need. In its *Housing Needs Report 1990-1997*, SAAG estimates that in Stanislaus County (1980), 24 percent of all households were very-low-income households, meaning they earned

50 percent or less of the County median household income. In Turlock, SAAG estimated that in 1980, 29 percent of all households were very-low-income, 17 percent were low-income, and 20 percent were of moderate income. The remaining 34 percent were in the above-moderate income category.

TABLE 2.3-A
TURLOCK AGE CHARACTERISTICS
1980, 1990

	1980		1990	
Age Range	Number	Percent	Number	Percent
0-5	2,619	10.0%	4,676	11.1%
6-13	3,093	11.8%	5,433	12.9%
14-17	1,572	6.0%	2,263	5.4%
18-20	1,706	6.5%	1,914	4.5%
21-24	2,412	9.2%	2,741	6.5%
25-34	4,764	18.1%	7,728	18.3%
35-44	2,561	9.7%	5,923	14.0%
45-54	2,038	7.8%	3,417	8.1%
55-64	2,172	8.3%	2,831	6.7%
65+	3,350	12.7%	5,272	12.5%
Total	26,287	100.0%	42,198	100.0%

Sources: U.S. Census 1980, 1990; Blayney Dyett Greenberg.

TABLE 2.4-A
1990 INCOME LIMITS BY HOUSEHOLD SIZE
STANISLAUS COUNTY

	Income Categories			
Household Size	Very Low (50%)[a]	Low (80%)	Median (100%)	Moderate (120%)
1	$11,400	$18,200	$22,750	$27,300
2	$13,000	$20,800	$26,000	$31,200
3	$14,600	$23,400	$29,250	$35,100
4	$16,250	$26,000	$32,500	$39,000
5	$17,550	$27,650	$34,550	$41,450
6	$18,850	$29,250	$36,550	$43,900
7	$20,150	$30,900	$38,600	$46,300
8	$21,450	$32,500	$40,650	$48,750

[a]Percentage of median area income.
Sources: California Department of Housing and Urban Development, City of Turlock Planning Department.

Based on HUD income category limits for a family of four, 1990 Urban Decision Systems (UDS) income estimates for the planning area indicate that approximately 30 percent of households in the planning area were very-low-income; approximately 20 percent were low-income; 20 percent of moderate income; and 30 percent above moderate income. UDS income data, however, is not controlled for household size. Categories are approximated to reflect HUD income limits. (See Table 2.4-B.)

1990 Census data on income reflect a similar pattern to SAAG and UDS data. While not controlled for household size, census income data show approximately 30% of Turlock households in the very-low income range; 20 percent each in the low and moderate income ranges, and 30% in the above-moderate income range.

TABLE 2.4-B
COMPARISON OF 1990 HUD INCOME LIMITS
AND UDS ESTIMATE OF INCOME DISTRIBUTION
TURLOCK PLANNING AREA

Income Category	HUD Limit[1]	(%) UDS[2]
Very Low	$16,250	30
Low	$26,000	20
Moderate	$39,000	20
Above Moderate	$39,000+	30

[1]For a family of four. Stanislaus County median income = $32,500.
[2]Urban Decision Systems (UDS) income data is not controlled for family size. Percentages are rounded to the nearest ten because UDS categories only approximate the limits established by HUD.

Sources: HUD; Urban Decision Systems; Blayney Dyett Greenberg.

2.5 EMPLOYMENT TRENDS

The 1990 U.S. Census shows a labor force of 19,545 persons in Turlock. Of those, 17,828 were employed. The unemployment rate stood at 8.8 percent.

Table 2.5-A shows that a majority (58.1 percent) of Turlock workers in 1990 were employed in managerial and professional, technical, sales and administrative and service sectors. There were, however, a significant proportion of "blue collar" workers, with those employed in farming, production, and labor comprising 41.8 percent of all employed residents.

Table 2.5-B describes commuting patterns of Turlock residents in 1980, and shows that a majority (57.5 percent) work in Turlock. About 28.5 percent of residents work elsewhere in the County, but only 11.9 percent work outside the County.

TABLE 2.5-A
OCCUPATION OF TURLOCK'S EMPLOYED RESIDENTS

Occupation Group	Persons	Percent
Managerial and Professional	4,082	14.2
Technical, Sales and Administrative Support	4,855	30.3
Service	2,183	13.6
Farming, Forestry and Fishing	817	5.1
Precision Production, Craft, and Repair	2,426	15.1
Operators, Fabricators, and Laborers	3,465	21.6
Total	**17,828**	**100.0**

Source: 1990 U.S. Census.

TABLE 2.5-B
TURLOCK EMPLOYED RESIDENTS' COMMUTING PATTERNS 1990

Place of Work	Persons	Percent
Turlock	10,257	57.5
Other Stanislaus County	5,078	28.5
Outside Stanislaus County	2,114	11.9
Out of State	7	.04
Not Reported	372	2.1
Total	17,828	100.0

Source: 1990 U.S. Census.

3 Housing Resources

For a community of its size, Turlock offers a fairly wide range of housing resources. Single-family homes have been built in all eras of the city's development, with apartment construction increasing in recent decades. A small number of condominium units and manufactured homes (including mobile homes) are also part of the housing stock.

3.1 HOUSING TYPE AND TENURE

The majority of Turlock housing units have always been single-family units. Though this is unlikely to change, multifamily units are an increasing percentage of the housing stock, representing growing demand for apartments as housing costs increase. In 1980, 75.6 percent of Turlock's housing units were single-family dwellings; 21.5 percent were multifamily units. By 1990, the percentage of multifamily units increased to 30.3 percent. The City estimates a 1991 total of 3,845 apartment units in Turlock, of a total housing stock of 14,689 occupied units. (See Table 3.1-A.)

The proportion of units rented did not change as dramatically as the proportion of multifamily units during the 1980s. In 1980, 45.7 percent of Turlock's housing units were renter-occupied. The figure rose to only 47.5 percent in 1990. By 2010, that number is projected to increase to 51.5 percent. (See Table 3.1-B.) Based on these figures, it appears that two factors are probably at work: some of the multifamily units added during the 1980s were ownership units, and/or a smaller number of single-family homes were being rented in 1990 than in 1980.

3.2 HOUSING COST

Turlock has historically been a city with a good match between home prices and household incomes. The increase in multifamily units in the 1980s was doubtless a response in part to the higher cost of home ownership. Rising home costs have been cited as a concern by business people, realtors and community leaders, all of whom are interested in retaining and promoting affordable housing in Turlock.

TABLE 3.1-A
CHARACTERISTICS OF TURLOCK HOUSING STOCK

Type	Number of Units	Percent Owner-Occupied[1]	Percent Renter-Occupied[1]	Percent Vacant[2]
Single-family detached	9,395	76.4	23.6	3.4
Single-family attached	560	36.6	63.4	2.0
Duplex	723	1.6	98.4	3.2
3 to 4 units	955	0.9	99.1	4.7
5+ units	3,107	0.2	99.8	9.2
Mobile Homes	549	95.6	4.4	3.5
Other	111	44.7	55.3	7.2
Total	**15,400**	**52.5**	**47.5**	**4.6**

[1]Based on number of occupied units.

[2]Based on total units (occupied and vacant).

Source: 1990 U.S. Census.

TABLE 3.1-B
HOUSING PROJECTIONS
TURLOCK

	1980[1]	1990			2010 Projections[1]		
			Change 1980-1990	Annual Growth Rate 1980-1990		Change 1990-2010	Annual Growth Rate 1990-2010
Households	9,931	14,689	4,758	4.0%	33,576	18,887	4.2%
Household Size[2]	2.59	2.81	0.22	--	2.81	0	--
Housing Units	10,918	15,400	4,482	3.5%	35,343	19,943	4.2%
Vacancy Rate[3]	9.0%	4.6%	--	--	5.0%	--	--
Renter Occupied[4]	45.7%	47.5%	1.8%	--	51.1%	3.6%	--

[1]1980 numbers are estimated based on Census population data. Numbers for 2010 are estimates based on SAAG projections. Household sizes, vacancy rate, and rate of renter-occupancy are assumed based on trends in the County and in Turlock.
[2]Persons per occupied housing unit.
[3]Percentage of total housing units.
[4]Percentage of occupied housing units. Occupied units for Turlock 1980: 9,931; 1990: 14,689. Renter-occupied units for Turlock 1980: 4,537; 1990: 6,973.

Sources: U.S. Census 1980, 1990; Blayney Dyett Greenberg.

OWNERSHIP HOUSING

Resale Prices. Data provided by the Turlock Board of Realtors (mainly for resales, but with some new units included in the sample) indicate a wide range of house prices. The overall median price for 464 sales in 1990 was $123,000, with prices ranging from $35,000 to $330,000. Price information is presented by number of bedrooms in Table 3.2-A.

Board of Realtors records show that the average sale price of homes in the Turlock area increased 13.7 percent from 1989 to 1990. In 1989 the average sale price of a home was $113,871 compared to $129,499 in 1990 (based on 466 sales). This increase is significantly lower than that from 1988 to 1989 (23.6 percent). For the first six months of 1991, home prices continued to increase but at a slower rate (7.5 percent). (See Table 3.2-B.) The slower growth rate of home prices reflects the slowdown in the housing market nationwide, brought on by the current recession.

Prices of New Homes. A survey of recently-built and under-construction units in Summer 1991 suggests that while prices of homes in new subdivisions are generally above median in their category, they are considerably lower than the maximum reported by the Board of Realtors. There may be a number of reasons for this: older homes may have higher value because of the era in which they were constructed, and there may be a sense in the development community that the market for higher-cost units is saturated, while demand for more moderately-priced homes remains strong.

Several new Turlock subdivisions are described in Table 3.2-C. Of particular interest is the range in housing prices reported (prices reported are list prices, not sale prices). For example, new three-bedroom homes are being offered at prices ranging from $104,000 to $139,000. Variation in house prices appears to be related to lot size (ranging from 3,800 to 6,500 square feet), house size, location in the city, and amenities included in the unit.

Representatives of local developers report that rising land and permit costs are major contributors to increased housing costs. Homes with a sale price of $140,000 - $180,000 are generally aimed at the "move-up" market, with lower-priced units aimed at first-time buyers.

TABLE 3.2-A
RESIDENTIAL SALE PRICE RANGES BY BEDROOMS
TURLOCK AREA 1990

	Minimum[1]	Maximum[1]	Median	Number of units[1]
Overall	$35,000	$330,000	$123,000	464
One bedroom	$40,000	$ 88,000	$ 70,750	6
Two bedrooms	$35,000	$265,000	$ 89,700	86
Three bedrooms	$50,000	$330,000	$124,100	308
Four bedrooms	$73,900	$253,750	$165,000	54
5 + bedrooms	$60,000	$260,000	$178,500	10

[1]The high and low values in the sample were discarded to control for unusual deviations.

Sources: Turlock Board of Realtors; Blayney Dyett Greenberg.

TABLE 3.2-B
TURLOCK TOTAL HOME SALES[1] BY TYPE
1988-1991

	1988	1989	% Change 1988-1989	1990	% Change 1989-1990	1991[a]
RESIDENTIAL						
Sample Size	498	558	12.0%	466	-16.5%	155
Dollar Volume	$45,893,194	$63,540,283	38.5%	$60,436,556	-5.0%	$21,707,350
Average Sale Price	$92,155	$113,871	23.6%	$129,499	13.7%	$140,047
CONDOMINIUM						
Sample Size	na	10	--	12	20.0%	3
Dollar Volume	na	$5,123,050	--	$760,450	-85.2%	$270,000
Average Sale Price	na	$512,305	--	$63,371	-87.6%	$90,000
MANUFACTURED HOUSING						
Sample Size	19	17	-10.5%	28	64.7%	11
Dollar Volume	$664,300	$551,400	-17.0%	$857,429	55.5%	$356,795
Average Sale Price	$34,963	$32,435	-7.2%	$30,622	-5.6%	$32,436
Total Home Sales	517	585		506		169

[1]Sales include some new homes, but sample consists mainly of resales.
[a]January - June 1991.
Sources: Turlock Board of Realtors; Blayney Dyett Greenberg.

TABLE 3.2-C
REPRESENTATIVE SINGLE-FAMILY HOME DEVELOPMENTS, 1991

Project Name/ Developer	Unit Size	Lot Size (square feet)	Number of Units	Price
Rolling Hills/ Brooks & Sons	1,420-1,856 s.f. 3-4 bedrooms 2 baths	6,000[1]	94	$139,000-$180,000
Century Estates/ Brooks & Sons	1,050-1,320 s.f. 3 bedrooms 2 baths	3,800[2]	17	$104,000-$114,000
Berkeley Woods/ JKB Construction	1,360-1,760 s.f. 3-4 bedrooms 2 to 2-1/2 baths	4,500[2]	33	$130,000-$150,000
Hawkeye St./ JKB Construction	7 duplexes, one 4-plex,1 single family	5,940-6,500	19[a]	$180,000
Northview Meadows II/ Franco Construction	1,060-1,430 s.f. 3-4 bedrooms 2 baths	6,000[1]	129	$111,900-$123,900

[1]Minimum
[2]Average
[a]Includes second and rental units.
[b]Price indicated is for the two units in the duplex. Units will not be individually sold.
Sources: Brooks and Sons, Franco Construction; JKB Construction Company; Blayney Dyett Greenberg.

RENTAL HOUSING

The City's rental housing stock includes apartments and single-family homes. Census data on tenure discussed in Section 3.1 suggests that the number of rented single-family units has decreased since 1980. In June 1991, the City of Turlock Community Development Department surveyed a sample of rental complexes to determine rent levels. The survey included 1,541 units in 46 apartment complexes, 40 percent of the City's apartment stock. The survey showed a rent range for studio units from $200 to $345; one-bedrooms from $250 to $450; a wide range for two-bedrooms from $275 to $650; and three-bedrooms from $485 to $610. (See Table 3.2-D.)

Apartment Vacancies. In November 1990, the City conducted an occupancy survey of rental housing, covering 3,845 units. A 5.6 percent vacancy rate was found, a slight increase from 1989 (5.48 percent). In 1990, apartment vacancy was slightly higher than the overall vacancy rate of 4.6 percent. (See Table 3.2-E.)

TABLE 3.2-D
APARTMENT RENT RANGES BY UNIT SIZE
TURLOCK RENTAL SURVEY, JUNE 1991[a]

	Minimum	Maximum	Average[1]	Number of Units
Studio	$200	$345	$300	78
One bedroom	$250	$450	$360	469
Two bedroom	$275	$650	$430	970
Three bedroom	$485	$610	$550	24
			Total	1,541

[a]Rents for the majority of units surveyed include water, garbage, and sewer costs.
[1]Calculation of average rent required some generalizing because of the format of rent data provided by apartment managers.
Sources: City of Turlock Department of Community Development; Blayney Dyett Greenberg.

TABLE 3.2-E
TURLOCK APARTMENT OCCUPANCY 1985-1990

Year	Total Units	Occupancy Rate	Vacancy Rate
1990	3,845	94.40%	5.60%
1989	3,571	94.52%	5.48%
1988	3,375	96.86%	3.14%
1987	3,391	91.36%	8.64%
1986	2,933	95.09%	4.91%
1985	2,676	95.41%	4.59%

Sources: City of Turlock Planning Department; Harvey C. Jensen Jr. & Assoc., Inc.

3.3 BELOW-MARKET-RATE HOUSING

Despite the range of housing types and prices available in the Planning Area, many households are not served by the market. Very-low-income households in particular are in many cases dependent on programs designed to provide housing at below market cost, as described below.

The Stanislaus County Housing Authority administers both federal- and state- funded programs for very-low- and low-income residents throughout the County. Currently operating are the federally-funded Section 8 Program and the Conventional Low Rent Program (CLRP). The Authority also offers two programs for agricultural workers: a year-round farm labor housing program funded by the Farmers' Home Administration and the Migrant Farmworkers' Program funded by the State Department of Housing and Community Development's Office of Migrant Services.

CONVENTIONAL LOW RENT PROGRAM (CLRP)

This program is funded by the U.S. Department of Housing and Urban Development. The Stanislaus County Housing Authority uses HUD funds to purchase housing units with very-low interest mortgages and subsequently offers the units at subsidized rents. Countywide, there are 612 units in the program, 30 of which are in Turlock. Of these units, there are four one-bedroom units, 17 two-bedroom, eight three-bedroom, and one four-bedroom unit. The countywide occupancy rate for this program in March 1992 was 97 percent. Approximately 800 families were waiting to be served by this program at that time. Applicants for the CLRP must be low- or very-low-income. Some units, particularly the newer units, are restricted to very-low-income households.

Until recently, the CLRP was administered countywide. All applicants were considered together without regard to location of the units within the County. Recently, HUD approved the Authority's plan to have three separate area lists, although applicants may apply on as many lists as they choose. These areas are: 1) Oakdale, Hughson, and Turlock; 2) Modesto and Ceres; 3) Patterson, Westley, and Newman.The Authority does not have Article 34 referendum authority to construct or acquire public housing in Turlock and therefore, has no plans to build additional projects in Turlock. Article 34 of the California State Constitution requires state public entities to obtain voter approval before they "develop, construct or

acquire" a low-rent housing project. The Authority is currently attempting to purchase more low-income housing that would be administered under the Conventional Low Rent Program. The most likely location for these units would be in Modesto due to the lack of Article 34 referendum authority elsewhere in the County. (This issue is addressed in the Housing Action Program.)

SECTION 8 CERTIFICATES AND VOUCHERS

The Stanislaus County Housing Authority administers the HUD Section 8 certificate and voucher programs. Section 8 programs directly assist households in paying rent rather than subsidizing housing units. Only very low-income households are eligible for the Section 8 programs. (See Table 3.3-A.)

Households participating in the certificate program may seek housing anywhere in the county. The unit must be rented at or below HUD-specified maximum fair market rents, and must meet certain quality standards. The landlord must be willing to enter into a contract with the Housing Authority. (See Table 3.3-B.)

Section 8 certificate households pay 30 percent of their income for rent. The Housing Authority pays the difference, if any, between that 30 percent and the fair-market rent charged for the unit. In Turlock, 346 households were using Section 8 certificates as of November 1991: three in single-room occupancy units; 192 in studio or one-bedroom units; 96 in two-bedroom units; 55 in units with three or more bedrooms.

The voucher program operates under similar rules as the certificate program except that a household may rent a unit at a rent higher than the fair-market rent. The household must then pay 30 percent of its household income plus the difference between the fair-market rent and the actual rent. The Housing Authority pays the difference between 30 percent of the renter's income and the fair-market rent. As of November 1991, 43 households in Turlock use vouchers: three in studio or one-bedroom units; 23 in two-bedroom units; 17 in units with three or more bedrooms.

As of March 1992, there were 3,185 families waiting for assistance through the Section 8 program countywide; 475 of these families live on Turlock.

TABLE 3.3-A
SECTION 8 VERY-LOW-INCOME LIMITS, 1991

Household Size							
1	2	3	4	5	6	7	8
11,400	13,000	14,600	16,250	17,550	18,850	20,150	21,450

Sources: Stanislaus County Housing Authority, Department of Housing and Urban Development.

TABLE 3.3-B
SECTION 8 MAXIMUM FAIR-MARKET RENT, 1991

	Number of Bedrooms				
	Studio	1	2	3	4
Landlord Pays All Utilities	$386	$469	$554	$693	$775
Tenant Pays Gas and Electric	$356	$436	$518	$653	$726
Tenant Pays All Utilities	$343	$423	$505	$640	$713

Source: Stanislaus County Housing Authority.

FARMERS' HOME ADMINISTRATION (FmHA)

The Farmers' Home Administration program, administered by the Housing Authority, serves farm laborers year-round. The program operates four housing centers in the County with a total of 356 units. Centers are located in Modesto (91 units), Ceres (104 units), Patterson (76 units), and Westley (85 units). Applicants can apply to as many as desired. Facilities provide on-site infant and child care. There is an occupancy limit of 2 persons per bedroom, legislated by the FmHA.

To qualify for this program, applicants must earn at least $3,385 from farm labor per year and must be low-, very-low-, or median-income families. Applicants are given priority based on the percentage of their income earned from farm labor: 75-100 percent income earned from farm labor gets first priority, regardless of the date and time of application. Income earned from cannery or food processing work is not considered unless the business is owned by a farmer or farmer's cooperative.

The Farmers' Home Administration sets a maximum rent. The tenant household pays 30 percent of its income, and the FmHA pays the difference between that amount and the maximum rent. Rents vary depending on the project, unit size, and the date the project was completed.

MIGRANT FARMWORKER'S PROGRAM

This program is funded by the State and administered by the Stanislaus County Housing Authority. There are three migrant centers in the County located in Empire, Patterson, and Westley. Centers are open 6 months of the year, from May 1 - October 30. There are no income limits for this program, although the program requires that 50 percent of the applicant's income come from farm labor, which may include income earned from canneries and food processing. Only families are eligible, and they must go outside a 50-mile radius from the migrant center during at least three months that the migrant center is open.

The Authority estimates that there are 10,000 migrant farm laborers in the County. This program serves 215 families, with an average family size of 5 persons. All units are currently occupied. Occupancy limits for this program are somewhat greater that those for other below-market-rate housing programs. Units are limited to three persons per bedroom, and up to 13 people per unit. Rent is paid entirely by the tenant. Current rent for older units is $2.50-3.50/day. Newer units rent for $5.50-$7.50/day.

As of June 1992, there are three assisted farm labor housing units in Turlock. The Stanislaus County Housing Authority estimates there are an additional 15 families in Turlock in need of farm labor housing assistance that cannot be accommodated under present conditions.

UNITS SCHEDULED TO CHANGE TO MARKET-RATE WITHIN TEN YEARS

Information from the Turlock Department of Community Development, the Stanislaus County Housing Authority and the California Housing Partnership of the California Coalition for Rural Housing Project was reviewed to determine whether any low-income rental units in Turlock are subject to possible termination of rent subsidies. One project was identified, Denair Manor Apartments at 550 Wayside Drive. The project's owners may choose to "opt out" of the subsidy contract when the property is 20 years old, in November, 2000. No projects which might terminate rental subsidies within the immediate five-year period were identified.

Denair Manor Apartments is a Section 221(d)(4) project with a Section 8 contract. Occupancy is restricted to tenants 62 years of age or older. The Section 8 contract establishes that the rent paid by project tenants will be based on their adjusted gross monthly income, with the Stanislaus County Housing Authority paying the difference between the tenant's payment and the fair-market rent specified by the Housing Authority.

The fair-market rent for the 70 one-bedroom units at Denair Manor, which includes all utilities, is $469 per month. As can be seen from Table 3.2-D, this amount is 37% higher than the average rent of 469 one-bedroom units in Turlock that were surveyed in June 1991. Even if $100 per month were allotted to utility costs the monthly rent would be very slightly above the average of the apartments surveyed. This is an important finding, indicating that there is no economic incentive to opt out of the Section 8 contract, and that unless there are significant changes in market rents in the coming years, there should not be any additional public cost to preserve these assisted units. Annual rent adjustments will help to keep the Section 8 rents in synch with market rents.

If the current relationship between Section 8 rents and actual market rents in Turlock prevails, there should be no reason for project owners to terminate their Section 8 contract after November 1990 and there should be no cost to public or non-profit entities to preserve the affordability of the units. In the event that a differential between the Section 8 rents and actual market rents develops during the coming years, the cost of preserving the affordability of the units should be estimated based on the value of that differential. At this time whether or not a differential will develop, and what its magnitude might be, cannot be estimated (it may be possible to make a quantitative estimate as part of the next Housing Element update). Clearly, the cost of replacing the 70 Denair Manor units would far exceed the cost of preserving them as subsidized units.

In the event that public funds are necessary to preserve the affordability of the Denair Manor units, revenue from the City's Redevelopment Project would be an appropriate funding source. As the Redevelopment Project is only being initiated in 1992, most components of the Housing Element's Five-year Action Program will be implemented too soon to benefit from this revenue source. However, a revenue stream from the project will probably be available by the time funds would be needed to preserve the status of the Denair Manor units. Should the project be taken over by a nonprofit entity, the new entity discussed in Housing Action Program Component IIG might be an appropriate organization.

3.4 TURLOCK'S HOUSING PROGRAM

Since the City's last Housing Element was approved in 1984, a total of 2,735 single-family homes and 1,340 multifamily units have been added in Turlock. In addition, the City assisted 226 households through several rehabilitation and loan programs. The 5,211 building permits issued from 1984 to 1991 exceeded the City's need, as determined by SAAG, of 3,722[1] units for the same period.

Implementation of the policies and program actions of the 1984 Housing Element is evaluated in Table 3.4-A. The 1984 element was a revision of the 1981 element, incorporating the Department of Housing and Community Development's comments. The 1984 revised policies and actions are based on data from the 1975 Special Census and the 1980 Census and do not state quantified objectives. The review of these policies, therefore, cannot measure progress in quantified terms.

The City of Turlock continues to administer a variety of programs for preserving and expanding the supply of housing for low- and moderate-income households. In 1991, the City administered a voluntary density bonus program, a lot size reduction program, and the federal Community Development Block Grant Program (CDBG). The City also implemented the State Rental Rehabilitation Program (RRP), and the HUD Section 312 program, now administered under the HOME program. Table 3.4-B describes the programs in effect as of Summer 1991 and the number of households and housing units assisted since the programs were first implemented.

[1]Based on SAAG's Assumed Housing Construction Need for 1983-1990 (418 units per year) and 1990-1997 (794 units per year).

TABLE 3.4-A
IMPLEMENTATION OF POLICIES IN 1984 HOUSING ELEMENT

Policy[1]	Implemented? Yes	No	Comments
3A: Encourage the development of new housing units for the elderly.	X		Growth Management Program exempts senior units from any building permit cap. Second unit ordinance expaned to allow category of senior-only second unit.
4A: Encourage the development of more student housing and rental housing in the northern quadrants near CSUS.	X		
4B: Designate areas for medium density housing in the northern quadrants in the CSUS vicinity.	X		
5A: Establish a program of street improvements, street landscaping, and storm drainage improvements (improve local streets to City standards, consistent with desired neighborhood character).	X		Annual appropriations were made from CDBG funds.
5B: Preserve and rehabilitate older homes in the area, particularly along Main Street and North Broadway. Identify homes of historic value for permanent protection. Conversions of such homes to commercial uses must be sensitive to the preservation of the historic character of the structures themselves and the surrounding neighborhood.	X		
6A: Encourage a neighborhood clean–up and maintenance program.		X	
7: Reduce potentials for industrial/residential land use conflicts along South First Street at the Golden State Boulevard overpass through establishment of an industrial/residential transition zone subject to special land use provisions which will establish a transitional buffer between the two uses.		X	
8: Establish a street tree planting program, giving priority to neighborhoods with the greatest need.	X		On-going since early 80's.
9: Establish a program to improve service alley conditions and maintenance in the older areas of town.		X	(*Continue next page*)
10B: Establish locational priorities for housing construction, designating future urban expansion areas for development only after first–priority areas approach build–out.	X		Growth Management Program and use of primary/secondary lines within the adopted Sphere of Influence has created policies requiring phased expansion while promoting infill.

TABLE 3.4-A
IMPLEMENTATION OF POLICIES IN 1984 HOUSING ELEMENT

Policy[1]	Implemented? Yes	No	Comments
10C: Encourage the provision of more housing opportunities in the city by:			These Actions are called for in the Draft Housing Action Program.
▸ Allowing mixed uses (including residential) in certain commercial zones with special emphasis on the downtown.		X	
▸ Encouraging higher residential densities in the urban center and other in–fill areas, consistent with desired neighborhood quality.		X	
▸ Rezoning certain undeveloped commercial and industrial lands to residential use, where/when appropriate.		X	
10D: Encourage construction of new affordable housing by:			
▸ Allowing smaller lot subdivisions for construction of smaller homes.		X	
▸ Encouraging construction of small–household and starter units in medium–density and multi–family ares.		X	
▸ Reviewing other aspects of existing City regulations for their effects on affordability, with consideration for possible revisions to City–wide policies, or allowing special variances (regulatory concessions) for specific projects identified in the HOUSING ELEMENT which will serve low and moderate income families needs.		X	
10E: Increase prospects for meeting the demand for rental apartment housing by:			
▸ Providing density bonuses and other development standard concessions as incentives to provide more rentals in appropriate areas.		X	No applicants have requested a density bonus.
10G: Actively participate with County and local housing agencies to secure public funds and foundation grants to improve housing and provide more affordable housing.	X		Efforts intensified in 1991. (*Continue next page*)
10H: Retain current restrictions on condominium conversions.	X		The City has retained restrictions on condominium conversions.
10I: Evaluate Turlock's existing development application and review procedures to identify ways to streamline the process as much as possible (thus reducing costly delays for new construction), consistent with an adequate public review requirement.	X		Revised process created uniform application forms, increased legal/technical process of CEQA review, adopted CEQA Implementing Procedures.

TABLE 3.4-A
IMPLEMENTATION OF POLICIES IN 1984 HOUSING ELEMENT

	Implemented?		
Policy[1]	Yes	No	Comments
11: Adopt the set of energy conservation regulations and/or guidelines set forth in the ENERGY CONSERVATION ELEMENT for the design and placement of homes and landscaping to maximize solar access and energy–efficiency. Consider requirements or incentives for solar space and solar water heating, insulation, and weatherization to reduce energy costs to renters and homeowners over the long term.		X	

[1]The policies reviewed did not state quantified objectives.

Source: City of Turlock General Plan Housing Element, 1984.

TABLE 3.4-B
TURLOCK HOUSING PROGRAMS
1985-1992

ELIGIBILITY

Program Description/ Terms/	Year Initiated	Income Group	Tenure	Number of Housing Units Assisted[1]	Number of Households Assisted[1]
Community Development Block Grant Programs					
Low Interest Loan Program 5% interest loan 20 year amortized	1985	low	owner-occupants	27	27
Deferred Loan Payment balloon payments	1985	very low	owner-occupants	29	29
Partially Deferred Loan Program 50% deferred	1985	very low	owner-occupants	7	7
Owner Investor Program maximum loan $24,000 20 years at 9 3/4% interest	1985	very low	owner/investor	81	74
State Rental Rehabilitation[2] 50% of rehabilitation cost 20 years at 3% interest 50% private funding	1988	low	renter	22	22
HUD Section 312 Loan Program[2] maximum loan $33,000, 3% interest, direct from HUD	1987	low		6	6
HCD Owner-Occupied Loan deferred payments 20 years at 3% interest	1985	very low	owner-occupied	3	3
Renter's Assistance Program	1985	low	renter	51	51
TOTAL				226	219

[1]Number assisted since program first implemented until March 1992.
[2]In 1992, these programs became part of the State of California's HOME Program.

Source: City of Turlock Department of Community Development.

COMMUNITY DEVELOPMENT BLOCK GRANTS

Turlock is a direct entitlement city under the federal government's Community Development Block Grant (CDBG) program. The City has used CDBG funds primarily for revitalization and preservation of the existing housing stock through a voluntary housing rehabilitation program. CDBG funds and loan paybacks have been distributed in the form of low-interest loans for the rehabilitation of substandard units.

In 1990 Turlock received $328,000 in CDBG funds. This amount funds rehabilitation of approximately 100 units. To stretch its CDBG resources, the City has used these funds in conjunction with loan programs such as the RRP and the HUD Section 312 program, to rehabilitate up to 130 units. In 1991, CDBG funds totaled $366,000. Program income generated through loan paybacks totalled $180,000 in 1990. Loan paybacks for 1991 reached approximately $160,000.

3.5 HOUSING AGE AND CONDITION

Almost two-thirds of Turlock's housing stock (65.3 percent) was built after 1969. Only 14.6 percent was built before 1950. (See Table 3.5-A.) According to the 1984 General Plan, most of the housing built before 1950 is located in the southeast quadrant of the City, some of which is described as possibly substandard.

In the Turlock 1991 Comprehensive Housing Affordability Strategy (CHAS), it is estimated that 1,135 housing units are in need of rehabilitation to correct hazardous conditions and to extend their useful life. SAAG estimates that 277 units in the City are in need of replacement.

Programs addressing rehabilitation needs are discussed in Section 7, Housing Action Program. See program component IVB for policies relating to accessibility for the disabled.

TABLE 3.5-A
AGE OF TURLOCK HOUSING STOCK

Year Built	Units	Average Annual Additions	Percent of Stock
Before 1940	1,303	--	8.5
1940-1949	936	93	6.1
1950-1959	1,397	139	9.1
1960-1969	1,711	171	11.1
1970-1979	4,069	406	26.4
1980-March 1990	5,984	544	38.9
Total	15,400		100.0

Source: 1990 U.S. Census.

4 Housing Need

This section includes an assessment of Housing Need that is organized into four parts. The analysis of housing affordability compares demographic and income data with data on the cost of housing. This aggregate view is the basis for evaluating the fit between available housing and the Planning Area population, and drawing general conclusions about the most significant housing needs that should be addressed in the Housing Element's Action Program and in other parts of the General Plan.

The second part of the needs assessment presents indicators of immediate need. While the housing affordability analysis provides a long-term and general picture, information on immediate need describes households that are actively seeking affordable housing or are housed under conditions generally considered unacceptable because of overpayment or overcrowding.

Section 4.3 describes categories of households that are identified as having Special Needs. These include senior citizen households, households including disabled persons, female-headed households, large families, homeless families and individuals, and agricultural workers.

The final portion of the assessment of Housing Need presents the need estimated in Turlock by the Stanislaus Area Association of Governments in its *Housing Needs Report* for Stanislaus County and its cities. This assessment includes a quantification of housing need by income group, required by State law to be included in the Housing Element.

4.1 HOUSING AFFORDABILITY

Evaluating affordability requires an estimate of a maximum monthly housing payment that households in different income categories are able to make. Table 4.1-A describes the parameters of affordable housing based on 1990 median income for Stanislaus County. The maximum affordable monthly housing payment for a household of moderate income is $975 (for rent or mortgage costs plus utilities), assuming that household can afford to spend 30 percent of its income for housing costs. If it is assumed that 25 percent of household income is the maximum available for housing cost, the maximum monthly payment drops to $813. These

TABLE 4.1-A
PARAMETERS OF AFFORDABLE HOUSING

	Monthly Payment 30% of Income				Monthly Payment 25% of Income			
	Very Low	Low	Median	Moderate	Very Low	Low	Median	Moderate
Annual Income	$16,250	$26,000	$32,500	$39,000	$16,250	$26,000	$32,500	$39,000
Percentage of Median Income[1]	50%	80%	100%	120%	50%	80%	100%	120%
Maximum Rent or Monthly Payment	$406	$650	$813	$975	$339	$542	$677	$813
Maximum Loan Amount[2]	$46,293	$74,068	$92,585	$111,102	$38,577	$61,723	$77,154	$92,585
Maximum Purchase Price[3]	$51,436	$82,298	$102,872	$123,447	$42,863	$68,582	$85,727	$102,872
Down Payment and Fees[4]	$5,401	$8,641	$10,802	$12,962	$4,501	$7,201	$9,001	$10,802

[1]Stanislaus County 1990 median income for a family of four: $32,500.
[2]Assumes 30-year loan at 10% interest.
[3]Assumes 10% down payment.
[4]Assumes 10% of purchase price + 1.5% of loan amount for loan origination fees and other closing costs.

Median home sale price in Turlock 1990: $123,000.
Average home sale price in Turlock 1990: $130,327.

Sources: Turlock Board of Realtors; City of Turlock Department of Community Development; California Department of Housing and Urban Development; Blayney Dyett Greenberg.

monthly payments equate to a maximum home purchase price of $123,450 or $102,870, depending on assumptions.

A limitation to this method of analysis is that it assumes that current income determines a household's ability to pay. In fact, some households may be able to afford purchase prices substantially higher than suggested by income figures alone because they have equity in an existing home or other assets.

OWNERSHIP HOUSING

Using the sales data compiled by the Turlock Board of Realtors presented in Section 3.2, Table 4.1-B describes the number of units sold in the Turlock area in 1990 that were affordable to Stanislaus County residents by income category. Of the 464 units in the sample, just over 50 percent were affordable to moderate-income households, over 10 percent to low-income households, and only 1.3 percent to very-low-income households. In 1980, households with the moderate income comprised only 20 percent of the population. Households above moderate income comprised 34 percent of the population at that time.

The information on list prices for new single-family developments (Table 3.2-C) indicates that few single-family detached homes are being offered at prices affordable to moderate income households, and none of the units surveyed are at prices affordable to low-or very-low-income households unless they have substantial equity in an existing home.

Homes affordable to very-low-income households comprised 1.3 percent of those sold while 11.9 percent were affordable to low-income households, although, according to SAAG, they comprised 29 and 17 percent of the households, respectively.

RENTAL HOUSING

According to the Turlock rental survey conducted in June 1991, the estimated average rent for a studio was $300; one-bedroom, $360; two-bedroom, $430; and three-bedroom, $550. Prices for most units surveyed include water, sewer, and garbage costs.

These rents are substantially lower than the maximum fair-market rents used for the Stanislaus County Housing Authority's Section 8 program. If the tenant pays gas and electric and the landlord pays all other utilities, Authority rent limits are $356 for a studio; $436 for a one-bedroom; $518 for a two-bedroom; and $653 for a three-bedroom. (See Table 3.3-B.) On average, Authority rents are over $80 higher than the estimated average rents found in the Turlock rental survey.

Table 4.1-A indicates that the maximum affordable monthly housing cost a very-low-income household of four in Stanislaus County can afford to spend is $406, including utilities. For this analysis average utility costs are assumed to be $90 per month. This amount is based on 1992 fees charged

TABLE 4.1-B
OWNERSHIP HOUSING AFFORDABILITY BY INCOME CATEGORY
TURLOCK AREA UNITS SOLD IN 1990

	Income Category[1]		
	Very Low	**Low**	**Moderate**
Maximum Affordable Purchase Price[2]	$51,436	$82,298	$123,447
Affordable Units Sold	6	54	234
% of Total Units Sold (464)[3]	1.3%	11.6%	50.4%

[1]As defined by the U.S. Department of Housing and Urban Development.
[2]Assumes 30 percent of income spent for housing costs, 10 percent downpayment, 1 percent interest on loan for 30 years.
[3]The high and low values in the sample were discarded to control for unusual deviations.

Sources: Turlock Board of Realtors; Department of Housing and Urban Development; Blayney Dyett Greenberg.

for telephone basic service ($15); sewer, water, garbage ($40); and gas ($35). Assuming that the smallest unit that household can comfortably live in has two bedrooms, that household would be able to afford about 3.5 percent of the two-bedroom units surveyed in the City's June 1991 apartment survey. The figures for low-income families are dramatically improved. A low-income household could afford 99.3 percent of the units surveyed. (See Table 4.1-C.)

Before securing an apartment, a household would typically have to provide a deposit as well as the first month's rent. According to the rental survey, the estimated average deposit required for a two-bedroom apartment in Turlock is $375, slightly less than the estimated average rent of $430. The first month's rent and a deposit would amount to $805, almost 60 percent of monthly income for a very-low-income household. Given that the rents and household income in the affordability analysis assume the maximum, in real terms it would be difficult for many of these households to stretch their budgets further to come up with the necessary deposit. This is an obstacle to finding suitable housing for many very-low-income families and in some cases, a barrier to obtaining housing at all. It is also a significant problem for households that are homeless or in overcrowded conditions, since even if they have the income needed to pay monthly rent they may not be able to afford the move-in costs.

The Housing Action Program addresses this problem in Program ComponentIIH.

Table 4.1-D shows that in order to make housing affordable for very-low-income households, relatively modest monthly subsidies are required. To meet the 1990 average monthly rent for a two-bedroom apartment in Turlock, under $25 is needed; $144 would make a three-bedroom apartment affordable. The cost of making ownership housing accessible for low-income families is more costly. For the 1990 median-price home in Turlock of $123,000, assuming a 10 percent downpayment, monthly mortgage payments would be $970 -- $320 more than the maximum affordable monthly payment for a low-income family of four. This amounts to $3,840 per household per year.

TABLE 4.1–C
RENTAL HOUSING AFFORDABILITY BY INCOME CATEGORY
TURLOCK 1990

	Number of Units	Income Category[1] Very Low	Low	Moderate
Maximum Affordable Rent[2]		$356	$600	$925
% of Units Surveyed At or Below Affordable Rent				
Studio	78	100.0%	100.0%	100.0%
1–bedroom	469	40.5%	100.0%	100.0%
2–bedroom	970	3.5%	99.3%	100.0%
3–bedroom	24	0.0%	83.3%	100.0%

[1]As defined by the U.S. Department of Housing and Urban Development, based on a county median income of $32,500 for a household of four.
[2]Maximum affordable monthly payment minus $50 for utilities not included in rent. Assumes a maximum of 30 percent of monthly income available for housing costs. This includes $90/month for utilities, $40 of which (water, sewer, and garbage) are included in the rent.
Average 1992 monthly apartment utility charges: telephone basic service plus minor miscellaneous costs ($15), water, garbage, sewer ($40); gas ($35 average of summer and winter charges).

Sources: Turlock Planning Department's *1991 Rental Survey;* Pacific Bell; Pacific Gas and Electric; City of Turlock Utilities Department; Department of Housing and Urban Development;
Blayney Dyett Greenberg.

TABLE 4.1-D
MONTHLY SUBSIDY NEEDED FOR MARKET-RATE AFFORDABILITY: LOW- AND VERY-LOW-INCOME HOUSEHOLDS

Income Category	Maximum Affordable Monthly Payment[1]	Tenure / Unit Size	1990 Turlock Market Cost	Amount of Monthly Subsidy
Low	$650	Ownership[2]	$970	$320
Very Low	$406	Rental[3] /		
		2-bedroom	$430	$24
		3-bedroom	$550	$144

[1]Assumes 30% of income available for housing costs. Based on median income for a family of four of $32,500.
[2]Based on the 1990 median home sale price in Turlock: $123,000. Assumes 30-year loan at 10% interest, 10% downpayment.
[3]Average rent.

Sources: Turlock Board of Realtors; HUD; Blayney Dyett Greenberg.

SUMMARY

The following summarizes an affordability analysis based on household income categories. Households described as having above-moderate incomes (i.e., earning over 120 percent of median income) are well-served by the Turlock single-family housing market, and able to choose among neighborhoods and housing types. Moderate income households, those earning 80 - 120 percent of median, continue to have some choice of housing units, especially resale homes, but are probably finding it increasingly difficult to purchase single-family homes unless they have equity in an existing home. Clearly, first-time homebuyers in the lower part of the moderate income group will have the greatest difficulty.

Low-income and very-low income households are largely excluded from ownership housing opportunities, though there are exceptions among resale units -- about 10 percent of sales reported by the Board of Realtors were at prices affordable by low income households, which make up approximately 29 percent of the population (based on 1980 data). By contrast, none of the new housing projects surveyed were offering single-family units affordable to low income households.

Though not being well-served by the ownership market, the fit between low-income households and available rental housing is very good, even for large-size units. Even very-low-income households have some choice of rental units in the smaller unit sizes, though two and three bedroom units are essentially unavailable in the rent ranges affordable to very-low-income households. This conclusion is borne out by the data on waiting lists for below market-rate housing discussed in the following section.

4.2 IMMEDIATE NEED

Indicators of immediate need are the number of households overpaying for housing, those living in overcrowded conditions, households currently seeking housing as indicated by applications and waiting lists for below-market-rate housing, vacancy rates, and the number of people who are currently homeless.

OVERCROWDING

Table 4.2-A shows that there were 1,519 overcrowded households in Turlock in 1990, 10.3 percent of total households. Of these households, 762 (5.2 percent of total households) were "severely" overcrowded, with more than 1.51 people per room. This is less than the degree of overcrowding for the State as a whole. In 1990, 12.3 percent of the State's households were overcrowded, 7.1 percent severely so. In Turlock, 28 percent of overcrowded households are owners; 72 percent are renters.

VACANCY RATE

According to the 1990 Census, Turlock's overall vacancy rate was 4.6 percent. The County showed an overall vacancy rate of 5.0 percent. A vacancy rate of 5.0 percent overall is considered ideal, characterizing a healthy market.

OVERPAYING

Overpaying for housing is defined as paying more than 30 percent of gross household income for housing costs (rent and utilities). According to the 1990 Census, 44.6 percent of renting households pay 30 percent or more for housing costs, despite the growing number of multifamily units available. Homeowners were considerably better off as only 23.8 percent of them were overpaying. (See Table 4.2-B.)

In 1990, a total of 2,958 renter households (45 percent) were overpaying. Of those renter households overpaying, all had a gross household income of less than $35,000. In Stanislaus County in 1990, the median household income was $29,293. A lower-income household earned no more than $23,830. Census income breakdowns only approximate this lower income threshold. Eighty-seven percent of overpaying renter households earned less than $20,000.

Of owner-occupied households, only 24 percent overpaid for housing costs. Of those, 41 percent earned less than $20,000. Overall, 34 percent of households in Turlock were overpaying for housing costs in 1990. Of these, 71 percent earned less than $20,000.

To help interpret the data on overpayment presented in Table 4.2-B, Table 4.2-C presents information on the income ranges of Turlock households. It is consistent with the census data to assume that the households with the highest incomes are the least likely to be overpaying. It is also appropriate to assume that there are a greater proportion of renters among the households with lower incomes. We conclude from Table 4.2-C that of the renter households earning less than $20,000 and paying more than 30 percent of income for housing, few are earning more than 50 percent of median income. A significant majority of very-low income households, those earning less than 50 percent of median income, are paying more than 30 percent for housing cost. These conclusions based on overpayment and income information are consistent with the affordability analysis in Section 4.1, which concludes that low-income households are well-served by Turlock's rental market, while very-low income households are not. This conclusion is the basis for several of the housing action programs in Section 7, which target public resources to assisting very low income households.

TABLE 4.2-A
OVERCROWDING
TURLOCK AND CALIFORNIA, 1990

	Turlock		California	
	Number of Households	% of Total Households	Number of Households	% of Total Households
Moderate[1]	757	5.2%	538,130	5.2%
Severe[2]	762	5.2%	737,247	7.1%
Total	1,519	10.3%	1,275,377	12.3%

[1]Moderate overcrowding exists when the number of persons per room is between 1.01 and 1.50.

[2]Severe overcrowding exists when the number of persons per room is over 1.51.

Sources: U.S. Census 1990; Blayney Dyett Greenberg.

TABLE 4.2-B
TURLOCK HOUSING PAYMENTS COMPARED TO ABILITY TO PAY

	HOUSEHOLD INCOME					
	Less than $10,000	$10,000-$19,000	$20,000-$34,999	More than $35,000	Households	Percent of Households[1]
Percent of Income Paid as Gross Rent for Renter-Occupied Units						
Less than 25%	14	250	1,388	1,237	2,889	44%
25% - 29%	35	259	457	44	795	12%
30% and more	1,175	1,410	373	0	2,958	45%
Total Renter-Occupied Units[2]	1,224	1,919	2,218	1,281	6,642	100%
Percentage of Income Paid as Homeowner Costs for Owner-Occupied Units						
Less than 25%	101	541	828	3,071	4,541	65%
25% - 29%	46	62	171	476	755	11%
30% and more	369	309	627	349	1,654	24%
Total Homeowner Units[2]	516	912	1,626	3,896	6,950	100%
Total Occupied Units						
Less than 25%	115	791	2,216	4,308	7,430	55%
25% - 29%	81	321	628	520	1,550	11%
30% and more	1,544	1,719	1,000	349	4,612	34%
Total Occupied Units[2]	1,740	2,831	3,844	5,177	13,592	100%

[1]May not add to 100% due to independent rounding.

[2]Indicates total units for which rent and income was computed. Some units not included in the sample.

Source: 1990 U.S. Census.

TABLE 4.2-C
INCOMES OF HOUSEHOLDS EARNING $10,000 TO $20,000 PER YEAR

Income Range	Income Range as % of Area Median ($32,500)	Income Grouping	Number of Households	Percent of Households Earning less than $20,000
$10,000 - $12,499	30% - 38.5%	very low income	792	25%
$12,500 - $14,999	38.5% - 46%	very low income	845	27%
$15,000 - $17,499	46% - 53%	very low income and low income (distribution unknown)	886	28%
$17,500 - $19,999	53% - 61%	low income	600	19%

Source: 1990 US Census, Blayney Dyett Greenberg

HOMELESSNESS

The housing needs of those seeking emergency or transitional shelter has dramatically increased in the last ten years. The fastest growing population in need of shelter are families with children. This increase can be attributed to rising unemployment and decline in affordable housing. A large percentage of mentally ill are homeless due to the relaxing of guidelines for state mental health care institutions. Others in need are homeless persons with drug and alcohol problems, battered women and children, and evicted tenants.

The homeless population in emergency shelter in Turlock was counted at 81 in the 1990 Census, with one person visible on the street. Corresponding figures for the County indicate 399 people were staying in emergency shelter at the time the Census was taken,while 44 were counted "visible on the street". (See Section 4.3 for more information on housing for the homeless.)

WAITING LISTS FOR SUBSIDIZED HOUSING

As of March 1992, all public housing units in the County were occupied and there was a waiting list of approximately 800 families. In managing the heavy demand for this program, preference is given to the homeless, those in overcrowded conditions, the displaced, or those paying more than 50 percent of their income for rent. Priority (assigned less weight than preference) is given to veterans and widows of veterans. Also considered is the date and time of application.

The Authority periodically accepts new applications for public housing. Notice that the Authority will be accepting new applications is given via newspaper and radio advertisements as well as through notification to community organizations. Applications are distributed to places in Riverbank, Modesto, Ceres, and Turlock, and are available at the Authority's office in Modesto. Of the 4,500 applications distributed for two- and three-bedroom units in 1991, 1,700 respondents applied for only 612 units. Another 4,500 applications were distributed for one-, four-, and five-bedroom units and only 750 applicants responded. Clearly, the greatest demand is for two- and three-bedroom units. There is an estimated turnover rate of 109 units per year, and an estimated occupancy rate of 98 percent. The average wait for conventional low-rent public housing is estimated at three to four years.

As of March 1992, there were 3,185 applicants in Stanislaus County waiting for assistance through the Section 8 program. The type of unit most in demand is the two-bedroom, followed by three-bedroom units, one-bedroom units, and finally, four-bedroom units.

4.3 SPECIAL HOUSING NEEDS

A comprehensive housing strategy must consider the needs of households of certain groups whose special needs are often not satisfied in the marketplace. Such households include the disabled, elderly, large families, female-headed households, the homeless, and farmworkers.

Understanding the extent of special needs households is complex due to the nature of data collection on these groups. The statistics often do not reflect multi-level special needs. For example, 1990 Census does not tell how many seniors are female heads of households or how many homeless persons are disabled. The housing needs of these groups, however, are often similar. Many of these groups are low- or moderate-income and face difficulty finding affordable units or a unit equipped to fit their needs. For example, both seniors and the disabled have problems with accessibility and mobility at home as well as in relation to transportation facilities.

SENIORS

Seniors are identified as a group with special housing needs because of a high incidence of limited incomes and physical constraints. In 1990, 12.5 percent of Turlock's population was age 65 or older (5,275 persons). Approximately 72 percent are homeowners; 28 percent rent. Housing units best suited to this group are small units near transportation, shopping and other services. The elderly often require special design considerations such as ramps and handrails to assist mobility. Security is also a concern for seniors, primarily because they often live alone and are more vulnerable to crime.

The City of Turlock has two elderly housing complexes. The senior citizen complexes in Turlock are Denair Manor and Covenant Village. There are several other rest home facilities in Turlock, but these are not exclusively for seniors. In the City's nursing homes, there are 823 residents according to the 1990 Census.

Information that emphasizes current income can be misleading relative to the financial position of many senior households because they have equity in an existing home or other types of investments and savings. While this is true for some Turlock seniors, 44 percent of those receiving Section 8 certificates in the City are elderly, indicating a segment of the senior population in need of housing assistance.

Most senior service agencies in the County are in Modesto. These include the Salvation Army Senior Information and Referral and Senior Housing List, the Stanislaus County Area Agency on Aging, Catholic Charities' Homemaker Ombudsman Program, and the Senior Opportunity Service Program. Services include home-visits, nutrition counseling, and referrals.

Catholic Charities - Homemaker/Ombudsman Program. The Homemaker program provides 2 hours/week of light housecleaning, cooking, shopping, and laundry to seniors. The mission of the service is to make it possible for seniors to stay in their homes rather than go to a nursing home or other institutional facilities.

Clients are aged 60 and over and the program currently serves approximately 78, 10 of which are in Turlock. Clients are contacted through referrals and advertisements.

The program is funded by Catholic Charities and the United Way.

SERVICES FOR THE DISABLED

1990 Census data shows that 15 persons were living in institutionalized group quarters other than nursing homes, correctional institutions, psychiatric hospitals, or juvenile institutions. This serves as an approximation of the number of disabled persons in Turlock but is a poor estimate of need since by definition, these people are already being served. This estimate appears low since according to the Stanislaus County Housing Authority, in 1991, approximately 18 percent of those receiving Section 8 certificates in Turlock (62 people) were disabled.

More detailed census data reveal that there were 2,657 noninstitutionalized persons between the ages of 16 and 64 that had a mobility or self-care limitation. This means that for 6 months or more they had a health condition which made it difficult to go outside the home alone or to take care of their own personal needs such as dressing, bathing, or getting around inside the home. Again, this statistic only approximates the number of long-term disabled residents. According to the 1980 Census, there were 1,526 households with at least one disabled member.

Services that address the housing needs of the disabled generally focus on modifications to existing homes or provide referrals on a case-by-case basis. Most programs are offered by private non-profit agencies that the disabled person must seek out.

The following agencies provide services to the disabled and are located in Turlock or Modesto.

Society for Handicapped Children and Adults of Stanislaus County. The Society serves approximately 500 clients per year on an on-going basis. The group was founded in 1947 and has been in Modesto since 1953. There is no age requirement or income requirement (except for the Special Needs Fund which is for low-income clients). They serve people with all types of disabilities. The organization is totally privately funded and is not part of any state or national organization.

The Society offers housing-related assistance through their Special Needs Fund. This fund helps clients purchase mobility devices for the home such as ramps, van lifts, and grip bars, and is for the low-income disabled only.

Other services offered include instruction and training, recreation, and referrals.

Modesto Independent Living Center (MILC). MILC provides case management which includes housing referral, peer-counseling, benefits counseling, home living skills, and equipment procurement for the physically disabled.

United Cerebral Palsy of Stanislaus County, Inc. (UCP). UCP offers several programs serving 40-60 adults and 25 children. Services include remedial education, independent living skills such as cooking, cleaning, self-esteem, social skills, human development, job placement, and follow-up. They also allow parents access to ambulatory aids for those who need it.

The center is funded through their national organization, through the state Department of Development Services, the federal and state departments of rehabilitation, and through fundraisers.

They are hoping to establish a comprehensive independent living program that would help people get money and/or find existing housing that is adapted for the disabled.

Stanislaus Association of the Blind. This organization is currently out of funds but expects to continue operating through planned fundraising events. They are supported by community contributions.

The organization currently serves 30 persons on a weekly basis but is open to any blind people in the area who wish to participate. Service offered relevant to housing include referrals and home modifications.

California Association of the Physically Handicapped. This organization provides information and referral to people with disabilities in the Stanislaus area. They are part of a state organization. They do not provide financial assistance except for a scholarship to a disabled student at Modesto Junior College. Some of the services they provide are peer counseling and matching of people with similar disabilities. They have a monthly meeting at which invited guests speak on issues of concern to the disabled. Housing-related assistance comes in the form of referrals.

FEMALE-HEADED HOUSEHOLDS

Estimates from the 1990 Census show that there are 1,757 female-headed households in Turlock with no husband present in the home; 12 percent of the total households. Of these, 71 percent have children under the age of 18 (8.5 percent of the total households in Turlock).

The majority of households receiving Section 8 assistance are female-headed households. Of the 322 Section 8 certificates administered to Turlock households in May 1991, 262 (81 percent) went to families headed by a woman with no husband present in the home. Typically, these are households with children. Housing suited to their needs is low-cost, preferably near outdoor play space or parks, and located near schools or childcare.

LARGE FAMILIES

Many large households face difficulty finding housing because of the relative scarcity and high cost of large units. Large very-low- and low-income households obviously have the greatest difficulty. According to the 1990 Census, 13.6 percent of the households in Turlock have five or more persons, up from the 1980 Census figure of 9.5 percent. Almost half of these large households are renting. While there are few apartments existing or being built with three or more bedrooms, single-family homes made up 39 percent of the rented units in 1990, and these units would likely be larger.

HOMELESS FAMILIES AND INDIVIDUALS

State law requires that the Housing Element analyze the need for emergency shelter and develop a program that identifies adequate sites for emergency shelters and transitional housing.

By its very nature, the extent of the homelessness problem is difficult to enumerate. Because homeless persons do not have a stable address and are often not accommodated in emergency shelter, attempts to count this population must rely on unorthodox procedures that are likely to miss some of the population. The United States General Accounting Office, in its report to congressional committees on the 1990 Census enumeration of the homeless concluded that, "the chosen method of enumerating selected shelter and street locations at night resulted in an unknown number of the hidden homeless being missed and a lack of assurance that those counted were homeless and would not also be counted during other census operations." Despite problems with the count, the census data is the best estimate of the homeless currently available.

According to the 1990 Census, there are 81 persons residing in emergency shelters for the homeless in Turlock and none in areas of the planning area outside the City limits. An attempt to enumerate those persons not being served by the shelter system counted one person "visible on the street".

Agencies Providing Temporary Shelter

The following programs offer cash or vouchers to homeless individual and families for securing temporary shelter and are in the City of Turlock or are in Stanislaus County and are within 20 miles from the City of Turlock:

The Tything Place. In September 1991 the Tything Place, a private, non-profit agency licensed by the State of California moved into its new facility at Wayside and Olive Drives in Turlock. The new facility includes a former home converted to a food/clothing bank and distribution center. Also required was an adjoining six-unit apartment complex that was remodeled to provide transitional housing and emergency shelter for clients of the Tything Place, all of whom are families.

Since September 1991 the facility has provided overnight shelter. The maximum stay is 180 days. The facility also offers in-house counseling on nutrition, budget management, interview skills, etc.

Community Temporary Shelter Service Coalition. Since 1981, the Community Temporary Shelter Service Coalition (CTSSC) has provided services for those seeking shelter, and is administered and operated by the Salvation Army. CTSSC provides temporary shelter for single parents with children and the mentally ill homeless. Stay is temporary until other more permanent shelter can be found. CTSSC contracts with the Stanislaus County Department of Social Services to find temporary shelter for the AFDC Homeless Assistance Program.

CTSSC receives block grant funding to find shelter for the Mentally Ill Homeless Program. The Program is administered by the Stanislaus County Mental Health Department. The Program provides shelter for stays of three to seven days, based on need and then many individuals are placed in board and care facilities. For the FY 90/91 this program provided 460 shelter nights with some stays up to seven nights. CTSSC is located in the City of Modesto but it is estimated that 12 percent of it's case load comes from the Turlock area.

AFDC Homeless Assistance Program (HAP). This program provides temporary shelter for families who qualify for Aid to Families with Dependent Children of Social Services. Benefits are paid for 21 days, with 28 days being the maximum for extenuating circumstances as defined by the Social Services Department.

For the FY 90/91 the AFDC Housing Assistance Program assisted 6,314 persons with temporary housing and of that total, 5,226 persons were assisted with finding permanent shelter. Eighty percent of the households receiving assistance from this program are single parents with children and disabled parent(s) with children, with an average of 2.8 persons per household. The other twenty percent are comprised of unemployed parent(s) with children, with an average of 4.7 persons per household. Breakdowns of program participants by racial/ethnic group were unavailable. HAP is located in Modesto and it is estimated that 12 percent of it's caseload is from the Turlock area.

Agencies Providing Shelter and or Services and or Meals

The following facilities provide shelter and or meals and services to the homeless population.

Modesto Men's Gospel Mission – Women's Mission. The Modesto Men's Gospel Mission and Women's Mission located in Modesto provides shelter to 80 single male adults with a limited stay of seven bed nights, seven nights on the floor and three nights out. The Mission also serves two meals a day Monday through Friday and three meals on the weekends and holidays. In 1990 the Mission served 93,700 meals. Further statistics reveal that meals served have gone up 100 percent since 1984 (during the first nine months of 1984 there were 32,000 meals served and during the first nine months in 1989 there were 65,000 meals served). The majority of men (95 percent) arriving at the Mission are locals raised in the County and sixty percent are under 36 years of age. It is estimated that 12 percent of the case loads are from the Turlock area.

The Women's Mission also located in Modesto provides fifteen beds for temporary shelter to house single women and women with children with

a maximum stay of fourteen days. Since opening its doors in 1985, the Women's Mission has been filled to capacity. Both Missions require that those seeking shelter participate in religious activities (this requirement exempts the Missions from receiving any federal or state funding assistance.)

Thus, the Missions must rely strictly on donations from the community. In addition to shelter and meals, programs are offered to assist those needing shelter so that they can learn to break the cycle and become functional again. The programs include: a Christian drug and alcohol rehabilitation program; literacy and GED programs: and life skills/job skills classes. It is estimated that 12 percent of the Mission's case load are from the Turlock area.

Hutton House. The Hutton House, located in Modesto, provides temporary shelter for up to six teenagers that may be involved in a family crisis or a conflict situation. Hutton House also provides individual, family and group counseling to its clients. In 1990, there were a total of 2,000 (reported) teenage runaways in Stanislaus County. It is estimated that the number of reported teenage runaways is only one-third of the actual teenage runaway population.

According to Neil Griffin, counselor at Hutton House, countywide the number of actual teenagers on the street (both reported and unreported) is estimated to be 6,000 to 7,200. He noted that less than one–third of the parents of teenage runaways file a runaway report to the police or sheriff departments. In 1991, Hutton House had 280 residential clients turned away due to a full house and 126 clients were turned away due to being over or under age. It is estimated that 12 percent of the Hutton House case load comes from the Turlock area.

Sunshine Place. The Sunshine Place located in Modesto provides a place where homeless people can go inside to wash clothes, shower, get counseling, and participate in recreational activities. On the average day 75 to 80 people visit the Sunshine Place. The Sunshine Place is operated by the Stanislaus County Department of Mental Health.

The Haven. The Haven is located in Turlock and is a shelter for the abused. The Haven has a capacity to shelter 11 women, 24 children for up to 30 days. In FY 90/91 the Haven received 823 crisis calls, provided 548 legal assists, helped obtain 43 restraining orders, and provided 213 family counseling sessions.

Teen Challenge. Teen Challenge is located in Turlock and provides a Christian Discipleship program dealing with life controlling problems. The facility can house up 16 males for a 10 to 12 month continuous recovery program.

City of Turlock, Community Services. Provides referral to community churches, that may assist in vouchers for food and gas to transients, families and individuals.

The Salvation Army. The Salvation Army provides meals for between 150 to 200 people per day in Turlock. Captain John Reed of the Salvation Army says that with the recession, the jobless rate and higher energy bills, they are seeing more people in need than ever before.

While there are a few agencies that offer food and clothing to homeless persons in Turlock, there is only one shelter, Tything Place, in the City. The shelter houses families (a maximum of 20 people) for up to 60 days. The closest shelters in the area are located in Modesto, such as the Modesto Gospel Mission that houses women and children, with a separate facility for men, and the Salvation Army.

Other groups within the City limits offer referral service as well as food voucher distribution. The City of Turlock Community Services and the Salvation Army are two such services.

AGRICULTURAL WORKERS

The Employment Development Department estimated there were 225 farmworkers in Turlock in 1980, and 191 by 1989. These estimates indicate the number of farmworkers may be slowly decreasing. Much of the farmworker labor force have been absorbed into the year-round housing market. According to SAAG, however, the need for farmworker housing in Stanislaus County remains significant for two reasons: 1) the demand for housing has always exceeded the supply, and 2) housing unit construction has not kept pace with demolition.

SAAG estimates that between 1990-1997, Turlock will need to provide 115 units to satisfy farmworker needs, 17 percent of the County responsibility of 693 units.

Stanislaus Housing Authority personnel estimate that the occupancy rate for the FmHA program is 98 percent. The waiting list as of March 1992 is approximately 400 applicants. While not certain of the number of families looking for farm labor housing, the Authority estimates that if the number of units in the program were to double, there would still be a waiting list.

4.4 REGIONAL HOUSING NEEDS

SAAG's projections of the numbers of units that should be affordable to each income group are based on the income distribution for the County as a whole (in 1979 dollars) and the determined basic housing need. Current percentages used by SAAG are as follows: above-moderate, 38 percent; moderate, 21 percent; low, 17 percent; very-low, 24 percent. (See Table 4.4-A).

According to SAAG's projections, Turlock's basic construction need for 1990-1997 is 5,555 units. Of these units, 2,111 should be targeted to above-moderate income households and 1,167 should be affordable to moderate income households. Of the remaining units, 944 and 1,333 should be affordable to low- and very-low-income households, respectively. This

translates into 302 above-moderate, 167 moderate, 135 low-, and 190 very-low-income units per year. Of Turlock's regional share of 5,555 units, SAAG estimates that 59.7 percent should be single-family detached and the remaining single-family attached, multifamily, and mobile homes. (See Table 4.4-B). This ratio is consistent with the City's Growth Management Ordinance.

SAAG's methodology equally distributes future housing need for each income group to each of the County's jurisdictions. It does not, however, address existing high concentrations in communities with relatively high proportions of low-income residents. The City's ability to meet regional housing needs is discussed in Section 9.

TABLE 4.4-A
SAAG ASSUMED HOUSING CONSTRUCTION NEEDS BY INCOME
1990-1997

Income Group	Distribution	Stanislaus County	Turlock	Modesto
Very Low	24.0%	6,939	1,333	2,805
Low	17.0%	4,916	944	1,987
Moderate	21.0%	6,072	1,167	2,455
Above Moderate	38.0%	10,987	2,111	4,441
TOTAL		28,915	5,555	11,688

Totals may not add due to rounding.

Sources: Stanislaus Area Association of Governments; Blayney Dyett Greenberg.

TABLE 4.4-B
SAAG DISTRIBUTION OF ASSUMED HOUSING NEEDS 1990-1997 BY TYPE

Type	Stanislaus County	Percent	Turlock[1]	Percent	Modesto[1]	Percent
Single–Family Detached	19,899	68.8%	3,315	59.7%	7,843	67.1%
Single–Family Attached, Multifamily and Mobile Homes	9,016	31.2%	2,240	40.3%	3,845	32.9%
Total Need	28,915	100.0%	5,555	100.0%	11,688	100.0%

[1]Maintains current share of County housing units.

Source: Stanislaus Area Association of Governments.

5 Governmental Constraints to Housing Production and Conservation

Governmental constraints to the production of housing -- with an emphasis on affordable housing -- are discussed in this section. In considering the utility of removing governmental constraints as a part of the City's housing program, the relationship between constraints should be recognized. Factors that act as constraints in one respect may alleviate other constraints. A prime example relates to planning and development fees.

Unquestionably, fees raise the cost of housing, thereby constraining the ability to produce affordable housing. Though fees are applied directly only to new units, the increased cost of newly-built units probably has an indirect result of increasing the market value of pre-existing units. Thus, the effect of fees on housing cost is widespread. The purpose of fees, however, is to eliminate another potential constraint on housing -- inadequate public services and facilities to serve a growing population. Given the absence of alternative mechanisms to provide essential services, fees appear to be a necessary component of housing cost.

As discussed below, other constraints meet City objectives not directly related to housing. An example relates to allocation of sewage treatment capacity. Were less sewage treatment capacity reserved for industrial users there might be no constraint relative to availability for residential users. However, the City's objectives related to economic activity are met by assuring industrial users of the ability to expand current operations. This helps the City provide for a healthy jobs/housing balance. In this case, because there are real limitations on sewage treatment capacity, economic development objectives could become in conflict with the desire to remove constraints to residential development.

5.1 RESIDENTIAL GROWTH MANAGEMENT ORDINANCE

SUMMARY

The City's Growth Management Ordinance establishes a maximum number of residential building permits that can be issued by the City

annually. Practically, the limit does not function as a constraint: the annual number of allowable units is presently 792, which equates to a 4.91 percent growth rate -- well above the average statewide rate of growth of 3 percent. Furthermore, the maximum established by the Ordinance, which will expire in 1996, is consistent with the Basic Construction Needs included in the SAAG Housing Needs Report for the period 1990 - 1997. To promote construction of multifamily and affordable units, 40% of building permits available annually are reserved for multifamily construction, and 15% are reserved for affordable single- or multifamily units.

Government Code Section 65863.6 requires that "Any ordinance adopted pursuant to this chapter which, by its terms, limits the number of housing units which may be constructed on an annual basis shall contain findings as to the public health, safety, and welfare of the city or county to be promoted by the adoption of the ordinance which justify reducing the housing opportunities of the region." Such findings are included as part of the ordinance, and are reproduced here in Appendix A.

BACKGROUND AND ANALYSIS

In April, 1991 the Turlock City Council approved a Residential Growth Management Program with two objectives, as follows:

"To promote the orderly and balanced residential construction within the City of Turlock by establishing a maximum annual allocation of building permits authorizing the construction of new single and multiple family residential dwellings...; and

"To promote the orderly expansion to the boundaries of the City of Turlock through the discretionary authority granted by the California Government Code and the Turlock Municipal Code by the approval of prezoning of unincorporated territory prior to the annexation process."

The ordinance limits residential development to 792 dwelling units per year, which is consistent with the Basic Construction Needs included in the SAAG Housing Needs Report for 1990 - 1997. Of the 792 units, 60

percent will be reserved for single family, and 40 percent for multifamily dwelling units. This ratio is consistent with historic records of building permits issued by the City and the mix of multifamily / single-family units per the 1990 Census. Development is to be regulated by controlling the issuance of building permits. The Ordinance specifies that once the annual maximum number of building permits have been issued no more applications will be accepted during the year. In addition to specifying a maximum number of residential building permits to be issued each year, the ordinance limits any one multifamily project or developer of single family units to receiving no more than 25 percent of the total building permits available for one building type during a year.

Provisions Relating to Housing Affordability

To promote construction of affordable housing and provision of housing consistent with Turlock's share of regional housing need, the Growth Management Program reserves 15 percent of the total number of building permits for affordable units. These are defined as single family units that are available for ownership by lower-income or very low-income households, or multifamily units available for rent or lease by lower-income or very low income households.

These provisions of the program reserve building permits for 71 affordable single family units and 47 multifamily units per year, a total of 118 affordable units per year subject to the ordinance's provision. Units for which building permits are granted under the affordable provisions will be subject to the program's affordability provisions for at least 30 years. The Growth Management Ordinance does not limit the number of additional affordable units that may be produced, within the 792 unit maximum established by the Ordinance. As indicated in Section 4.1, over 90% of market-rate rental units surveyed in Turlock are affordable to low-income households. Therefore, it is expected that new units meeting the needs of low-income households will substantially exceed the number of permits reserved by the affordable provisions of the Growth Management Program.

Provisions Relating to Annexation

Quality of life criteria are included in the Growth Management Ordinance to establish a procedure for evaluating the impact of proposed annexations. The Ordinance requires that each application for annexation be reviewed with respect to: (1) orderly and contiguous development, (2) impacts on educational and recreational facilities, (3) public safety facilities, and (4) public infrastructure including traffic impacts. Annexation applications that do not meet the ordinance's quality of life criteria are to be considered premature and are rejected by City staff.

Review and Sunset of the Growth Management Program

In order to allow the City Council to determine the need to make modifications to the Program, the program requires City Staff to submit a report to the Council each January describing building activity that has occurred throughout the previous calendar year under the Program, as well as the status of meeting regional housing goals, and comments received relating to the Growth Management Program. A copy of the January 1993 Report is included in Appendix B. The Growth Management Program will expire on December 31, 1996 unless extended by City Ordinance.

ACTION PROGRAM POLICIES

- Incorporate into the housing program the affordability provisions of the Growth Management Program, with an objective of producing 118 units for low- or very-low-income households per year.

- Incorporate into the housing program the review provisions of the Growth Management Ordinance.

- In annual reviews reports, City staff will describe building activity that has occurred under the program, report on the status of meeting regional housing goals, and include comments received by the City that relate to the Growth Management Program.

- The Growth Management Program will expire on December 31, 1996 unless extended by City Ordinance. In evaluating whether the program should be extended, the City will prepare an analysis of whether the Growth Management Program has acted as a constraint to the production of housing.

- In addition, the City will analyze the ability to meet Regional Housing Goals in place in 1996 under the provisions of the Program. If Housing Goals cannot be met and the duration of the Growth Management Program is to be extended, the maximum dwelling unit additions will be revised unless they must be retained for the purpose of protecting the public health, safety and welfare.

5.2 ZONING REGULATIONS

SUMMARY

Though the City's Zoning Ordinance cannot be said to act as a constraint on the production of housing in general, several provisions of the Ordinance may constrain the production of multifamily housing. Cumulatively, these appear to have the effect of discouraging multifamily housing, and increasing processing time for multifamily projects. Zoning Ordinance revisions included as Action Program Policies will have the effect of removing these constraints.

BACKGROUND AND ANALYSIS

The table on the following page summarizes the provisions of the City's residential zoning districts. Two features are notable:

- None of the districts establish a minimum allowable density or a maximum lot size. Even in multifamily zones all land could be used for single family housing.

- All buildings with more than five dwelling units require a conditional use permit.

The purposes of requiring conditional use permits is stated generally as: (1) To assure that any such use is compatible with other existing and potential uses within the general area in which such use is proposed to be located, giving due consideration to the particular site on which the use is proposed; and (2) To recognize and compensate for variations and degrees of technological processes and equipment which may be employed to control noise, smoke dust, fumes, vibration, odors, and other potentially dangerous and objectionable elements." (Sec 9-2.2129). Draft General Plan policies calling for the preparation of development standards for multifamily housing that address height, bulk, open space, and landscaping may relieve some concerns relating to the impacts of multifamily housing, particularly in relation to neighborhood character and privacy.

Planning staff members report that the Conditional Use Permit (CUP) approval process does not tend to extend application processing time significantly, because the application for the permit is an integrated part of the approval process. Furthermore, applicants can submit plans for plan check prior to approval of the CUP. At this time, the CUP appears to be needed because the City lacks adequate development standards to promote compatibility between adjoining land uses and developments. The CUP process is often criticized because it requires additional time for public comment on a project, which has in some cases resulted in re-design that lowers project density, or has generated neighborhood controversy. Concerns regarding design, privacy, and adequacy of improvements could also be addressed through new development standards that alleviate the need to require CUPs.

TABLE 5.2-A
RESIDENTIAL ZONING DISTRICTS

Residential Zoning District	Permitted as of Right	Conditional Use	Minimum Lot Area for First Unit	Minimum Lot Area for Additional Units	Units/NetAcre 10 acre project	Comments
R-1	Single-family units	Second dwelling units	6,000 s.f. (6,500 s.f. for corner lots)	na	7.26	
R-2	Single-family units, multi-family dwellings with up to four units	Multifamily dwellings or group dwellings with five or more units	6,000 s.f. (6,500 s.f. for corner lots)	6,000 s.f. for second unit, 3,000 s.f. for each aditional unit	14	
R-3	Single-family, multifamily dwellings with up to four units	Multifamily dwellings or group dwellings with five or more units	6,000 s.f. (6,500 s.f. for corner lots)	1,000 s.f. for additional units with 1 or 2 bedrooms; 1,500 s.f. for 3 bedroom units	25-38 (depending on bedroom mix)	
R4	Single-family, multifamily dwellings with up to four units	Multifamily and group dwellings of five or more units	12,000 s.f. for single-family unit	2,000 s.f. per unit	21.7	The R-4 district is not applied in any locations

Source: Turlock Municipal Code

Purpose of Zoning Districts

The City's ordinance does not include purpose statements. These should be included to better link the Zoning Ordinance with the objectives of the General Plan Land Use and Housing elements.

Planned Community Development (PD) Ordinance

Many recent residential development projects in Turlock have been built under the provisions of the City's PD ordinance. The ordinance does not directly constrain the supply of housing -- in fact, it allows all uses and specifies no development standards. Rather, the ordinance requires that a development plan approved for the district describe uses and development standards. However, use of the PD ordinance has indirectly constrained the supply of land available for multifamily housing. The City's 1992 General Plan revision establishes residential density ranges which will have the effect of reserving sites for housing at multifamily density (see discussion of housing sites in Section 8). In combination with Action Plan Policies for Zoning Ordinance revisions, these problems should be alleviated while retaining the benefits of the PD ordinance.

Lot Size

Turlock's residential zoning districts do not permit single family units on lots smaller than 6,000 square feet. Under existing regulations, single family units on smaller lots could be produced only using a PD district.

Side Yards

All residential districts require two side yards, thereby prohibiting zero lot line units, which have only one side yard, and single family attached units such as patio homes or row houses, which have no side yards.

Height Limits

All of the Ordinance's residential districts include height limits. The limit in the R-1 and R-2 districts is 2 stories or 35 feet, whichever is less. In the R-3 district, the limit is two stories or 24 feet, whichever is less. The height limit was established based on privacy and fire-safety considerations. Buildings over two stories require fire sprinklers, which would significantly add to construction costs. However, permitting lower height limits in the R-3 district as compared to the R-2 district creates an anomalous situation that should be rectified by increasing the height limit in the R-3 district to 35 feet. This will also permit attainment of maximum densities permitted by the Plan. The market should evaluate the relative benefits and costs of providing fire sprinklers. Also, the number of stories limitations leave room for debate over the definition of a story and should be deleted.

Parking Requirements

Current parking regulations require for each single-family residence, two spaces, and for two-family and multiple-family buildings, one and one-half spaces per unit. These requirements are relatively standard, with the two-family and multiple-family requirements lower than in many other cities. The parking spaces are not required to be within enclosed structures, which provides an opportunity for cost savings. Spaces that are not in a structure must be located and/or constructed such that it may later be covered by a garage or carport. This requirement prevents using driveway space for required parking, which, if permitted, might enable single-car garages provided that the driveway could accommodate one parked car without blocking the sidewalk or road. Further, no tandem parking is permitted by the existing regulations. In cases where rear garages are provided, tandem parking would allow for a better utilization of smaller lots while still ensuring off-street parking areas.

Manufactured Housing

The Ordinance does not stipulate whether manufactured housing is to be treated as a type of single family dwelling, subject to the same (and no additional) requirements. Without such specific ordinances, California State Law provides that the City must allow manufactured units to be constructed on R-1 zoned lots.

Nonconforming Uses and Buildings

Nonconforming uses, which include some dwelling units, are declared by the Zoning Ordinance to be "detrimental to the orderly development of the City." The Ordinance further declares that it is the City's policy that "such nonconforming uses shall be eliminated as rapidly as may be done without infringing upon the constitutional rights of the owners of such nonconforming property." Routine repairs and maintenance to nonconforming buildings are permitted as are replacement and repairs due to damage by fire, earthquakes and other calamities. However, the value and/or size of such repairs or replacements is limited. Structures that are nonconforming by virtue of use may not be enlarged, extended, reconstructed, or structurally altered unless the use is changed. Buildings that are nonconforming because they do not provide required open space or do not comply with bulk regulations may be added to or enlarged if when the addition or enlargement is made the open space and bulk requirements are met.

The most frequently occurring situation in relation to nonconforming residential uses is residential uses in industrial zones and commercial. The 1992 General Plan update includes changes in the boundaries of General Plan designations to include in residential classifications some areas previously designated as industrial. This proposal would reduce the number of nonconforming units in the City, and facilitate investment in older single family units.

Residential Use of Historic Structures

The Zoning Ordinance makes no special provisions for residential use of structures of historic and architectural merit. While health and safety regulations should not be compromised under any circumstances, there may be opportunities to promote not only conservation of housing units in historic buildings, but also adaptive re-use of buildings not originally used for housing.

ACTION PROGRAM POLICIES

Consider amendments to the Zoning Ordinance to:

- Add development standards for multifamily housing that address height, bulk, design, landscaping, open space requirements and other features not now adequately addressed in the ordinance;
- Increase the height limit in the R-3 zone to 35 feet;
- Permit all multifamily uses as of right in multifamily zones, with permitted densities keyed to General Plan land use classifications (eliminate requirement for conditional use permits);
- Establish a maximum lot area per unit in multifamily districts;
- Establish an RMX district where mixed lot sizes and dwelling unit types would be permitted, consistent with neighborhoods described in the General Plan;
- Establish a reduced lot size district for zero lot line and single-family attached units;
- Add statements of purpose to the residential districts and the PD district establishing a strong connection to General Plan residential classifications;
- Add a definition of single-family dwellings that includes manufactured housing;
- Revise parking regulations so that in some cases only one of the parking spaces required for single-family units be required to be within a structure or capable of being included within a structure at a later date (this would allow single car garages when located at rear of lots and tandem stalls);

- Provide reduced parking requirements for units in projects with senior-only occupancy; and

- Create provisions that promote residential use of historic structures by relaxing development standards.

For more information on zoning policies, see the General Plan Land Use and City Design elements.

5.3 DRAFT GENERAL PLAN RESIDENTIAL CLASSIFICATIONS

SUMMARY

The 1992 General Plan update establishes residential density classifications that reflect recent development trends by permitting similar housing types to be built, while also expanding the range of allowable housing types. The classifications do not act as constraints to development but rather promote a greater range of housing type and cost. The application of the General Plan residential classifications is discussed in Section 8, which inventories sites available for housing.

The 1992 General Plan differs from the City's 1984 General Plan by establishing residential density ranges that state minimum and maximum densities. The change will preserve land for multifamily uses and correct a current problem.

BACKGROUND AND ANALYSIS

The 1992 General Plan includes four residential classifications described below. In addition, residential use, at a density not to exceed one unit per five gross acres (0.2 units per gross acre) is permitted on land designated as agriculture.

Very Low Density. 0.2 - 3.0 units per gross acre. Typical lots would be a third of an acre large. This designation is proposed only for the northeast edge of Turlock; the intent is to maintain parcel sizes that can

serve to keep both Turlock and Denair as free-standing communities. The average density assumed for General Plan calculations is 1.5 units per gross acre. This classification will permit large-lot single-family units at the city's edges, which will contribute to forming a buffer between urban and agricultural uses. Equivalent residential densities are permitted in Stanislaus County's agricultural zoning district.

Low Density. 3.0 - 7.0 units per gross acre. Housing in this density range has accounted for a large majority of recent subdivisions, though few subdivisions have achieved densities at the high end of the range. At the maximum permitted density, 4,670 s.f. lots at a net to gross ratio of 0.75, and possibly 4,500 s.f. lots with efficient subdivision design, could be achieved. Single-family detached residences will be the typical housing type in this range. To construct a large (3,000 s.f. plus) detached house on the smallest achievable lot in this designation, a two-floor structure will be necessary. Because housing at this density reaches the largest market, it is expected to account for about half of all housing added in the Planning Area during the next twenty years.

Analysis of data from 54 Turlock subdivisions approved during the period 1987 to 1990 shows that average density was 4.2 units per net acre (about 3.2 units/gross acre at a net-to-gross ratio of 0.75). All but one of the subdivisions approved during the four-year period fall within a range of 0 - 7 units/gross acre. At the maximum permitted density in the range, 4,670 s.f. lots at a net-to-gross ratio of 0.75, and possibly 4,500 s.f. lots with efficient subdivision design, could be achieved. Typical housing types for this density range will be single-family detached residences. Lot sizes will vary greatly, but it is unlikely that attached houses will be built.

Medium Density. 7.0 - 15.0 units per gross acre. Virtually all of the single-family attached residences are expected to be built in this density range. These units will typically be in the 7 to 10 units per gross acre range, though the range will permit mid-sized (1,500 s.f.) houses in two-story row- or townhouses. State-mandated density bonus for affordability of larger units will necessitate multifamily housing types. This designation will also allow for semi-detached and duplexes, and at the upper-end of the range, apartments occupying about 85% of the area of a site, will result

in densities of 17.7 units per net acre. Most existing mobile-home parks at full occupancy are within the Medium Density range. Oak Park Apartments is at the high-end of this density range.

High Density. 15.0 - 30.0 units per gross acre, plus state-mandated bonus for affordability where applicable. A net to gross ratio of 0.85 will bring the net density to 35.3 units/acre, a density yet to be achieved in Turlock. State-mandated bonus will result in net densities as high as 44.1 units/acre at the top end of the range. The resulting housing type will be to a great extent be determined by unit size, parking and open space requirements but will include multiplexes, stacked townhouses and walk-up garden apartments. On a per-unit basis, construction at the high-end of the density range is likely to be much more expensive than lower density multifamily units. The overall reduction in land usage resulting from these high densities is likely to be fairly minimal.

ACTION PROGRAM POLICIES

It has been shown that the broad density range of the residential land use classifications in the 1984 General Plan acted as a constraint to the development of additional affordable housing. This occurred as some lands within the prior medium and high density classification have developmed at a much lower density than that anticipated by the 1984 General Plan. Adoption of the 1992 General Plan update establishedthe General Plan designations described here. No further implementation actions are required.

5.4 AVAILABILITY OF URBAN SERVICES

SUMMARY

The only significant urban service issue creating a potential constraint to the production of housing is limited sewage treatment capacity. In early 1992, 25% of the City's plant capacity is unused. However, most of the existing sewage treatment rights have been purchased or allocated in advance of need by commercial, residential, and industrial users, nearing the plant's present capacity.

The City also provides sewage treatment and disposal service to the unincorporated communities of Keyes and Denair. Both communities have asked for an increased allocation.

BACKGROUND AND ANALYSIS

The City of Turlock Wastewater Treatment Plant has a current capacity of 15.5 million gallons daily (mgd). In early 1992, average daily demand for wastewater treatment is 9 mgd The City has sold or allocated 15.4 mgd to residential, commercial, and industrial users. If all entitled users were to utilize their allocated capacity, the plant's capacity would be reached very soon. In order to ensure that waste water capacity will not become a constraint to the development of affordable housing, the City has recently begun the process of review and consideration of a plant capacity increase.

To address the need of increasing the plant's capacity, in March 1992, the City's Utilities Department proposed four options for expansion of the plant. In February, 1993 the City Council authorized an expansion to the plant to increase the capacity by an additional 4.5 mgd to 20 mgd. The estimated cost of this expansion is in excess of $12.1 million. The Council also raised general sewer utility rates to help fund this expansion.

ACTION PROGRAM POLICIES

- Select and implement a plan to increase sewage treatment capacity.

- Explore mechanisms to make existing unused capacity available for residential development by allocating to industrial users rights to capacity that will be available after a treatment plant expansion is complete. These future rights would substitute for currently unused "paper rights" which have already been purchased. Agreement by holders of unused industrial capacity would be required.

5.5 FEES/IMPROVEMENT REQUIREMENTS

SUMMARY

Turlock's fees comprise a significant proportion of overall housing costs. Fees for multifamily units in Turlock are significantly higher than fees charged by the City of Modesto. Fees are a significant component of housing cost, but they facilitate housing production by providing financing for essential public facilities and services.

A benefit of the City's fee program is that it replaces multiple requirements for off-site improvements relating to public services. Except for very large projects that may be required to fund unique mitigation measures, projects are required only to pay fees and not to implement other off-site improvements. The fee program results in reduced fee burdens for some projects when compared with previous City practice. This is because under the previous system, the first project to trigger the need for a public improvement would be required to provide 100% of project funding. The fee program, by contrast, establishes the contribution required from each project, and provides a needed mechanism for reimbursement.

BACKGROUND AND ANALYSIS

Since the passage of Proposition 13 in 1978, which both reduced property tax revenues and limited alternative financing mechanisms, and continued cuts in state and federal aid to local government, cities have increasingly passed on the cost of capital improvements directly to new development in the form of fees.

Undoubtedly, fees have the impact of increasing housing cost. Whether fees act as a constraint to the production of housing can best be evaluated by comparing fees in Turlock to charges in nearby jurisdictions. Table 5.5-A shows residential development fees levied on single-family and multifamily units of a typical size for Turlock. Planning and zoning fees are shown in Table 5.5-B.

One factor to be considered is that the imposition of fees that assure that development "pays its own way" may reduce community opposition to new development and was an important component in establishing an allowable number of dwelling units under the Growth Management Program that does not overly restrict affordable housing opportunities.

Residential Development Fees

For a typical single-family home (1,500 s.f. single-family unit on a 6,000 s.f. lot zoned R-1 with frontage of 60 feet), residential development fees comprise approximately $24,150 of housing costs.[1] This is comparable to fees charged in Modesto ($20,700). For multifamily housing (14 unit project on a 3.73 acre lot with frontage of 500 feet), Turlock fees average $17,480 per unit. Modesto charges significantly less per multifamily unit ($11,500).

Not all of the fees charged are determined by the City of Turlock. Stanislaus County has established a per-unit fee of $4,304 for single–family units and $2,837 per multifamily unit, to fund roads, jails, libraries, and other county services.

Planning and Zoning Fees

It is the City's policy to not have City taxpayers subsidize the processing of development applications. This means that project applicants pay 100% of permitting and processing costs. Fees that fall under this policy are general plan/specific plan amendments, development agreements, application continuance, major conditional use permits, all parcel maps besides tentative parcel maps, all maps other than tentative subdivision maps, prezoning/rezoning applications, and zoning text amendments. The amounts of these fees vary depending on the complexity of the proposed project and the types of approvals required.

---

[1]Included in the fee calculation is a Mello-Roos fee on new residential development for school impacts mitigation. While the fee as listed in Table 5.5-A is $4.93/s.f., only $1.65/s.f. must be paid when the building permit is issued. The remaining balance in paid over 30 years with a yearly option to pay off the present value. If calculating the cost of receiving a building permit, using $1.65/s.f. as the school fee, overall fees are reduced to an estimated $19,230 for a single-family unit, and $14,530 multifamily unit as described.

TABLE 5.5-A
1992 TURLOCK RESIDENTIAL DEVELOPMENT FEES

Fee		Assumptions[1]	Single-Family[2]	Multifamily[3]
Water grid		$739/acre	100	2,760
Water front footage		$9.88/ft.	590	4,940
Sewer front footage		$9.18/ft.	550	4,590
Storm Drainage:	low density	$3,302/gross acre	590	na
	medium density	$5,696/gross acre	na	23,210
Building Permits Remodeling		$0.19/s.f. lot	1,140	30,880
Street lights		$9.45/ft.	570	4,730
Fire Hydrants:	R-1 arterial	$5.54/ft.	330	na
	Other zones arterial	$11.34/ft.	na	5,670
Parkland: land value/ acre		$50,000/acre	420	5,900
Capital Facilities:	Single-family (R-1)	$2,719 flat	2,720	na
	Multifamily (R-3)	$2,108/unit	na	29,510
Curb, Gutter, Sidewalk		$26/linear foot	1,560	13,000
Sewer, water connection		$2,000/lot	2,000	2,000
Building inspection		$1.25/s.f. unit	1,880	15,750
School		$4.93/s.f. unit	7,400	62,120
County:	Single-family	$4,304 flat	4,300	na
	Multifamily	$2,837/unit	na	39,720
Total fees per unit			$24,150	$17,480
Fees per square foot			$16.10	$19.42
Estimated market value			$140,000	[4]
Fees as % of estimated market value			17%	na

[1]Based on City of Turlock Engineering Department fees January 1, 1992 - March 30, 1992; All other fees current as of February 1992. Fees are rounded to the nearest ten.
[2]Assumes 1,500 s.f. unit on 6,000 s.f. lot with depth of 100 feet and frontage of 60 feet.
[3]Assumes 900 s.f. unit on 3.73 acre lot with depth of 325 feet and frontage of 500 feet; 14-unit project.
[4]Estimate for multifamily market value could not be determined since most multifamily projects in Turlock are rental units.

Sources: City of Turlock Engineering Department; Turlock Department of Community Development; Turlock Building Department; Blayney Dyett Greenberg.

TABLE 5.5-B
1991 TURLOCK PLANNING FEES

FEE	AMOUNT
Annexation	$220 - $3,400
Appeal	$100
Conditional Use Permit	
Minor	$750
Major	$2,890
Design Review	$270
Environmental Review Fees	
ERC/Initial Review	$85
Negative Declaration	$300
Standard Mitigated Negative Declaration (no special studies)	$1,200
Mitigated Negative Declaration (with special studies)	$1,800
Mitigation Program for EIR	5% of EIR total cost
Home Occupation Permit	$15
With Police Approval	$80
Planning and Zoning Certificate Letter	$140
Predevelopment Review	$430
Sign Permit Application	$110
Temporary Use of Land Permit	$50 - 270
Tentative Subdivision Map	$1,500
Tentative Parcel Map	$530
Time Extensions	
CUP/Variances	$500
Parcel/Sub. Maps	$500
PD Development Schedules	$1,000
Zone Variance	$790

Sources: City of Turlock Planning Department; Blayney Dyett Greenberg.

ACTION PROGRAM POLICIES

- Evaluate the distribution of costs to different housing types in order to assess in greater detail whether a disproportionate share is being borne by multifamily units.

- Revise Development Codes to establish more opportunities for multifamily and small-lot dwellings as non-discretionary or permitted land uses in order to avoid the need for costly processing permits and indirectly lessen development costs.

5.6 BUILDING CODES

SUMMARY

Building codes adopted by the City do not act as constraints to housing production or conservation. The City has adopted the Uniform Building Code, Uniform Mechanical Code, Uniform Housing Code, Uniform Plumbing Code, Uniform Electrical Code, and National Electrical Code, with several amendments that are discussed below.

BACKGROUND AND ANALYSIS

The Turlock City Council has found that the City requires a stricter standard than that provided by the Uniform Building Code relating to fire protection. The high number of fires that occurred under the UBC standard led to amendments that address fireplace and chimney construction, as well as requirements that automatic sprinkler systems be provided in buildings exceeding a certain height and floor area. However, structures in R-1, R-2 and R-3 zones that provide for immediate exterior exiting for each unit and do not exceed two stories in height are exempt from sprinkler requirements.

The City has also adopted special requirements amending the Uniform Electrical Code and National Electrical Code for residential structures. None of these requirements are judged to act as constraints to housing production or conservation.

ACTION PROGRAM POLICIES

No Action Program Policies are required.

5.7 PROCESSING AND PERMIT PROCEDURES

SUMMARY

Processing and permit procedures are not judged to be a constraint to housing production or conservation.

BACKGROUND AND ANALYSIS

City staff report that if preparation of an environmental impact report is not required, typical time from receipt of a complete application to a Planning Commission hearing is six to eight weeks. The most significant variables that cause deviations from this time frame is time needed for environmental review, and the need for the applicant to provide additional information to the City.

Processing for a typical residential project for which a Negative Declaration is made would last approximately 7 weeks. Tasks in the first week would be mostly administrative in nature. In Week 2, an initial study would be prepared. Week 3 would involve preparation of environmental documents and a meeting on design review. During Week 4, public notice of the application is made and published and the environmental documents are filed with the County clerk. Weeks 5 and 6 involve the completion of staff reports for planning commission meetings.

Permit processing time is not entirely determined by City policy. For example, the CEQA requirement for 21-day prior noticing of a Negative Declaration adoption, added to a necessary lead time of 5 days for local newspaper publication, results in almost four weeks of required processing time beyond the control of the City.

Processing time for multifamily projects and small-lot single family projects is likely to be reduced by Zoning Ordinance changes called for in Section 5.2. The most significant effect will result from eliminating the definition of all multifamily dwellings with over five units as conditional uses.

6 Non-Governmental Constraints

6.1 COST AND AVAILABILITY OF FINANCING

SUMMARY

The tight market for construction financing contributes to the difficulty of providing affordable housing in Turlock without the assistance of state or federal programs. However, the ability of families to get mortgage financing is better than it has been in many years. The difficulty many households have in accumulating sufficient cash reserves for a down payment remains one of the major obstacles to home-ownership. Availability of affordable rental housing is key to enabling households to save for home ownership. For low- and very-low-income households that do not have incomes sufficient to purchase a home, the construction financing crunch has greater implications than the relatively affordable mortgage financing currently available.

BACKGROUND AND ANALYSIS

Construction Financing

Residential home financing is a major way in which capital is invested in the nation and thus national lending practices can significantly affect local housing markets. Deregulation of the residential lending industry in the early 1980s allowed previously conservative mortgage lending institutions to make loans with the potential for high returns but which carried higher risk. These risky investments were one factor making lending institutions unstable and leading to the collapse of savings and loan institutions throughout the nation in the late 1980s.

Since 1989 and the collapse of the savings and loan industry, lending for housing construction has become increasingly tight. In 1989, federal legislation restricted the types of loans and the amount of those loans that financial institutions could make to a single borrower. California was particularly affected by this legislation due to the state's high housing prices and reliance on large-scale residential developers to produce a significant proportion of the state's homes. The loan limit on single borrowers has resulted in a limited supply of financing for some of these

large firms, and consequently, a limited supply of entry-level single family homes.

The crisis in the lending industry is particularly dramatic coming as it does on top of a decade-plus of reduced government participation in producing affordable housing. The philosophy of the current federal administration combined with the realities of the bleak national financial outlook mean that resources for housing production are scarce. In fiscal year 1991, the federal budget eliminated mortgage revenue bonds as a source of relatively inexpensive financing for entry-level housing. The federal low-income housing tax credit program, however, was renewed.

Financial constraints may affect the availability of public funds for housing construction. In December 1991, Standard & Poor lowered California's bond rating a full step from AAA to AA. In February 1992, Moody's Investors Service lowered the state's rating a half step from AAA to AA1. These indices describe the state's fiscal health in terms of its risk of loan default. A lower rating means a higher risk and usually results in an increased cost of public funds through higher interest rates. This could affect the amount and cost of public funds available to state affordable housing programs.

In recent months, there have been signs that the crisis in the availability and cost of funds for residential development may be abating. In January 1992, the California Public Employees Retirement System (CalPERS), the nation's largest public pension fund, instituted a program that will provide $250 - 350 million in construction financing to California firms that build entry-level, single family homes. The program could result in as many as 7,500 housing starts immediately (10% of the total number of homes built in California in all of 1991). The focus of the program will be starter homes in developments of at least 50 units, thus avoiding a concentration of funds in the high-priced, estate market.

One legislative attempt to encourage lending in low-income and minority urban communities resulted in the federal Community Reinvestment Act (CRA). Under the CRA, an institution's record of lending to minorities and the poor is considered when granting approval of bank mergers. This could result in an increased willingness for banks to lend money for low-income housing development.

Mortgage Financing

In late December 1991, the Federal Reserve cut the discount rate substantially in an attempt to stimulate an increasingly sluggish economy. As a result, mortgage interest rates have dropped significantly. In the early 1980s, fixed-rate mortgage rates averaged 16 percent. In the year preceding the cut in the discount rate, fixed-rate mortgages hovered around 10 percent. During January 1992, national average fixed rate mortgage rates were at an 18-year low of 8.23 percent. Adjustable rate mortgages were at their lowest (5.79 percent) since Freddie Mac began tracking them in 1984. An informal survey of Turlock banks in February 1993 shows 30-year fixed rate mortgages ranging from 7 to 8 percent.

Mortgage interest rates play a major role in determining the affordability of housing. Table 6.1-A illustrates the effect of interest rates on housing prices affordable to low- and moderate-income households. The "buying power" of low- and moderate-income households would drop considerably if interest rates were to rise from 7.5 to 10 or 12 percent.

Table 6.1-A assumes that 30 percent of household income is available for housing costs. Because many living costs unrelated to housing are fixed, the impact of spending 30 percent of income for housing costs is greater on lower-income households than on moderate-income households. A more reasonable affordability index for lower-income households would be 25 percent of income for housing, in which case the maximum affordable purchase price would drop substantially.

A significant constraint to purchasing a home is the required down payment. Assuming a relatively low interest rate (8.75 percent) and down payment rate (10 percent), low-income households in Stanislaus County would need over $9,000 for a down payment, more than 30 percent of yearly income. Without equity in an existing home, most of these families cannot afford to purchase a home. Fortunately, the rental market in Turlock is such that households with incomes at the upper limit of the low-income range (near 80% of median income) are well-served by market rate rentals. Very-low income households and some low- income households, by contrast, are in need of assistance if their housing costs are to be limited to 30% or even 25% of household income.

TABLE 6.1-A
MORTGAGE INTEREST RATES AND HOUSING COSTS

	MAXIMUM AFFORDABLE PURCHASE PRICE[1]					
	Interest Rate					
	8.75 percent		10 percent		12 percent	
Income Group (upper limit)	**10% down**	**20% down**	**10% down**	**20% down**	**10% down**	**20% down**
Low Income – $26,000 (80% of median[2])	$91,804	$103,279	$82,298	$92,585	$70,213	$78,990
Moderate Income – $39,000 (120% of median)	$137,706	$154,919	$123,447	$138,878	$105,320	$118,485

[1]Assumes 30 percent of income available for housing costs; 30-year fixed-rate loan; mortgage rates as specified.
[2]Stanislaus County 1990 median income for a family of four = $32,500.

Source: Blayney Dyett Greenberg.

6.2 PRICE OF LAND, COST OF CONSTRUCTION, AND HOUSING DENSITY

SUMMARY

The largest components of housing cost in Turlock are labor and materials. These factors are particularly difficult to affect through local government action, limiting the ability of local government to foster the creation of affordable housing. Other significant components of housing cost, land cost in particular, can be affected through the regulation of residential densities.

BACKGROUND AND ANALYSIS

Price of Land and Cost of Construction

Informal surveys during the second half of 1991 indicate that the price of raw residential land in Turlock ranges from $50,000 to $75,000 per acre, though in the last few years some transactions in north Turlock have taken place at higher prices.

A breakdown of cost components of two typical single-family detached projects (one conventional subdivision and the other infill) on the market in 1991 (Table 6.2-A) indicates that land comprises about 10-13% of the cost of producing a house in Turlock. Land for these developments was purchased in the late 1980's. Land values have since escalated somewhat, but because overall development costs have also proportionately risen, estimates indicate that the relative cost of land has remained about the same. Land comprises a somewhat smaller share of total costs for more expensive custom-homes. By far the largest components of housing price are hard costs, which include labor and materials.

TABLE 6.2-A
ESTIMATED AND OBSERVED SINGLE-FAMILY HOUSING COSTS: 1991-1992

	Projects Currently on Market				Estimated 1992 Costs	
	1,730 s.f. home/ 6,000 s.f. lot	% of Total Cost	1,450 s.f. home/ 5,000 s.f. infill lot	% of Total Cost	1,500 s.f. home/ 6,000 s.f. lot	% of Total Cost
Land[1]	$14,000	13.0%	$10,5000	10.6%	$15,000	11.8%
Improvements	$19,000	17.7%	$12,500	12.6%	$18,000	14.2%
Fees[2]	$7,000	6.5%	$6,000	6.1%	$19,100	15.0%
Hard Costs[3]	$67,500	62.8%	$70,000	70.7%	$75,000	59.0%
Total	$107,500	100.0%	$99,000	100.0%	$127,100	100.0%
Sale Price	$155,000		$140,000		na	

[1]Land purchased 2.5 to 3 years ago.
[2]Lower costs for projects currently on the market reflect the time when the permits were obtained.
[3]Materials and labor.

Sources: Turlock area builders and developers; City of Turlock; Blayney Dyett Greenberg.

Impact of Density on Housing Cost

Higher densities for ownership units result in savings in land and improvement costs, but only a moderate change in overall sale price. Also, an increase in permitted densities can result in a commensurate increase in land values, partially offsetting savings from reduced land area per housing unit. The precise market impact of increased densities in Turlock is difficult to assess because of the absence of recent high density projects and of properties zoned for high densities. A potential restriction on land-supply could also result in higher prices.

For raw land selling at $75,000 per acre, an increase in allowable density from four to eight units per gross acre would result in land cost saving per unit of $9,375. The density increase would also reduce improvement costs by 60%, resulting in additional savings of about $8,000 per unit. The total saving would be $17,375 or about 14% for a unit that costs $125,000 to bring to the market. If unit size were reduced, hard costs would also be lowered by the density increase.

While each doubling of density halves the per unit cost of land (disregarding the impact of density on land value), in absolute dollar terms, savings are much lower at higher densities. For land selling at $75,000 per acre for example, an increase in density from 15 to 30 units per gross acre will reduce the per-unit land cost only by about $2,500. This may not be enough to offset the increased costs associated with the change in the nature of parking (from open to structured) that may result as a consequence of the increased density. Thus, developments at high densities will be built only if land values increase to a point where savings in per-unit land costs are enough to compensate the additional costs of accommodating the increased density. More critically, an increase in density from 15 to 30 units per gross acre will bring about changes in the nature of open space and livability (light, noise from adjoining units, views, relationship of the unit to the ground) that will significantly diminish the savings in the per-unit land price by reducing obtainable rent or sales price.

Because land is a small percentage of housing cost in Turlock, there has been little market incentive to build at high density. While an increase in permitted densities alone will have some impact on the cost of bringing a residence to the market, the change is unlikely to be dramatic. Also, given the prevailing land values in Turlock, small changes in permitted density at the lower end of the scale, such as permitting small-lot single-family residences, will have more of an impact than large changes at the high end of the scale.

Because the potential cost reduction due to higher densities will be moderate, broadening the market by permitting higher densities is unlikely to result in widely different prices for land designated at different densities, at least until land values are much higher than what they currently are. Sellers' ability to command a higher price for land that can be developed at higher density will also be minimized by ensuring a large supply of land at that density. This argues for broad density ranges in both the General Plan and the zoning residential use classifications.

ACTION PROGRAM POLICIES

Policies included in Section 5.2 relating to amendments to the Zoning Ordinance, seek to lower land and materials costs by changing allowable densities, parking requirements and other land use regulations. The inventory of land available for housing at different densities is discussed in Section 8.

7 Housing Action Program

This section of the Housing Element describes Turlock's Housing Program in a format that reflects the requirements of the State Department of Housing and Community Development. The Goals, Objectives and Program Components address varied dimensions of the housing market and a range of housing resources. Many of the program components are discussed elsewhere in the Housing Element; cross-references to other sections of the text are provided. The components of the Housing Action Program are summarized in Table 7.1-A.

7.1 HOUSING PROGRAM GOALS AND OBJECTIVES

- Provide housing for households in all income categories as called for in the Regional Housing Needs Report prepared by the Stanislaus Area Association of Governments.
- Facilitate the provision of market-rate housing that will fulfill the needs of above-moderate, moderate, and low–income households.
- Target public resources toward conservation of existing housing and construction of new housing for very–low–income households and low–income households.
- Make sufficient land available for residential development to meet the City's share of regional housing needs.
- Remove constraints to the production and conservation of housing unless those constraints are vital to achieving other city objectives.
- Maintain consistency among General Plan elements as the Plan is implemented.
- Continue to provide opportunities for persons from all economic segments of Turlock to participate in design and implementation of the Housing Program.
- Work to provide equal access to housing for all households.

TABLE 7.1-A
SUMMARY OF TURLOCK HOUSING PROGRAMS 1992-1997

Program Purpose/Component	Responsible Agency	Funding Source	Goal[1]	Affected Income Group(s)	Page
I. IDENTIFICATION OF ADEQUATE SITES					
IA. Increase housing sites for market rate housing	Community Development Department; City Council	na[2]	To accommodate up to 20,000 units over 20-year period	above-moderate, moderate, low	99
IB. Increase the supply of land designated for single-family attached and multifamily housing	Community Development Department; City Council	na	To accommodate 2,850 units over 20-year period	all	100
IB2. Continue efforts to establish a land banking program for affordable housing development	Housing Program Staff; Community Development Dept.; City Council	Redevelopment Set-aside fund, Housing Trust Fund	na	low, very low	102
IC. Allow manufactured housing in all residential zones	Community Development Department; City Council	na	na	na	104
ID. Identify appropriate sites for homeless shelters and transient housing	Community Development Department	na	12 units	very low	105
II. DEVELOPMENT OF HOUSING FOR LOW- AND MODERATE-INCOME HOUSEHOLDS					
IIA. Use the City's Housing Trust Fund to assist in the preservation and development of housing for low-income households	Housing Division of the Community Development Department	CDBG, redevelopment tax increment, housing payment	na	low, moderate	107
IIB. Create a redevelopment project area and program	Community Development Department; Planning Commission; City Council	Redevelopment tax increment	0 during 5-year period	low, very low (beyond 5 years)	109
IIC. Consider establishment of a housing payment for affordable housing	Housing Division of the Community Development Department; City Council	Housing payment from new development	na	low, very low	110

TABLE 7.1-A
SUMMARY OF TURLOCK HOUSING PROGRAMS 1992-1997

Program Purpose/Component	Responsible Agency	Funding Source	Goal[1]	Affected Income Group(s)	Page
IIC2. Consider the feasibility of an inclusionary zoning program for the development of affordable housing	Housing Division of the Community Development Department; City Council	na	not quantified	low, very low	112
IID. Consider a program offering a subsidy of fee payments or delayed payments from units affordable to low- and very low-income households	Community Development Department; City Council	housing payment; redevelopment tax increment	236 units	low, very low	114
IIE. Support Article 34 referendum	City Council	na	na	low, very low	115
IIF. Through the Growth Management Program, reserve building permits for affordable units	Community Development Department	na	236 units	low, very low	116
IIG. Establish cooperative agreements with a non-profit housing corporation as a support agency to the City	Housing Program Staff; City Council	na	60 units	low, very low	117
IIH. Create a loan/grant program to assist low- and very-low-income households with move-in costs	Community Development Department; City Council	housing payment	350 units	low, very low	119
IIi. Adopt an ordinance specifying incentives to be provided to developers of lower income housing	Community Development Department; City Council	na	not quantified	low, very low	121
III. REMOVAL OF GOVERNMENTAL CONSTRAINTS					
IIIA. Growth Management Program review	Community Development Department	na	na	na	123
IIIB. Revise zoning ordinance	Community Development Department; City Council	na	not quantified	all	125
IIIC. Make more sewage treatment capacity available to residential users	City Utilities Department; Community Development Department	na	see IA	all	127

TABLE 7.1-A
SUMMARY OF TURLOCK HOUSING PROGRAMS 1992-1997

Program Purpose/Component	Responsible Agency	Funding Source	Goal[1]	Affected Income Group(s)	Page
IIID. Investigate distribution of fees between single- and multifamily housing	Community Development Department; City Council	na	na	all	128
IV. CONSERVE AND IMPROVE THE EXISTING AFFORDABLE HOUSING STOCK					
IVA. Rehabilitation Loan Program	Housing Program Staff	CDBG, HOME	88 units	low, very low	129
IVB. Give priority to loan applicants seeking to make housing units accessible to disabled residents	Housing Program Staff of the Community Development Department	na	na	all	130
IVC. Reduce number of nonconforming units	Community Development Department; City Council	na	150	all	131
IVD. Adopt special standards for dwelling units in buildings of historic and architectural merit	Community Development Department; City Council	na	40 units	all	132
V. ASSURE EQUAL HOUSING OPPORTUNITY IN TURLOCK					
VA. Continue to work with the Community Housing Resources Board	Housing Program Staff	na	na	all	133
VI. PUBLIC PARTICIPATION IN HOUSING DECISIONS					
VIA. Continue the work of the Turlock Affordable Housing Task Force	Housing Program Staff; City Council	na	na	all	135
VIB. Continue the work of the TCHRB	Housing Program Staff	na	na	all	136
VIC. Hold public hearings on use of federal funds as required by federal regulations	Community Development Department	na	na	all	137
VID. Continue appointments to the Affordable Housing Task Force of community members representing diverse segments of the City's population	City Council	na	na	all	138

TABLE 7.1-A
SUMMARY OF TURLOCK HOUSING PROGRAMS 1992-1997

Program Purpose/Component	Responsible Agency	Funding Source	Goal[1]	Affected Income Group(s)	Page
VIE. Hearings and environmental review for project approvals	Community Development Department; City Council; Planning Commission	na	na	all	139
VII. OPPORTUNITIES FOR ENERGY CONSERVATION					
VIIA. Establish development and construction standards that promote energy conservation	City Council	na	na	all	141
VIIB. Provide energy conservation assistance within the housing rehabilitation program	Community Development Department	HOME and other grant funds	not quantified	all	142
VIII. IMPLEMENTATION MONITORING AND GENERAL PLAN CONSISTENCY					
VIIIA. Continue to incorporate housing program implementation monitoring as part of the City's annual General Plan report	Community Development Department	na	na	all	143
VIIIB. Adopt the Housing Element as part of a comprehensive General Plan revision	Community Development Department; City Council	na	na	all	144

[1]Assisted households or constructed units.
[2]na = Program requires City staff time to be paid for from the City's General Fund; a specific funding source is not identified.
Sources: City of Turlock Department of Community Development; Blayney Dyett Greenberg.

7.2 QUANTIFIED OBJECTIVES, 1992 - 1997

Quantified objectives for each housing program component are identified as part of the detailed descriptions below. The totals are:

TABLE 7.2-A
NEW CONSTRUCTION OBJECTIVES BY INCOME CATEGORY: COMPARISON OF SAAG AND HOUSING ELEMENT DISTRIBUTIONS

	SAAG Distribution 1990 - 1997		Housing Element Distribution 1992 - 1997	
Income Group	Percentage	Number of Units	Percentage	Number of Units
Very Low	24%	1,333	5%	200
Low	17%	944	40%	1,640
Moderate and Above Moderate	49%	3,278	54%	2,127
Total		5,555		3,967

TABLE 7.2-B
CONSERVATION, REHABILITATION, AND ASSISTED HOUSEHOLDS OBJECTIVES

Income Group	Conservation	Rehabilitation	Assisted Households
Very Low	50	30	100
Low	50	58	250
Moderate	50	0	0
Total	150	88	350

7.3 HOUSING ACTION PROGRAM COMPONENTS

I IDENTIFICATION OF ADEQUATE SITES

PROGRAM COMPONENT IA
INCREASE HOUSING SITES FOR MARKET RATE HOUSING

Implementation Actions Required
IA1. Adopt 1992 General Plan Update.

Discussion
The focus of the Housing Element is on those households that are not well-served by market rate housing. These are typically low–and very–low–income households. However, a key aspect of the City's overall housing program is the provision of sufficient land to meet demand for market rate housing which serves households of moderate and above-moderate incomes as well.

Given the fact that Turlock is surrounded largely by level agricultural land, identifying adequate sites is a matter of implementing regulatory choices through planning and zoning, and reconciling housing policies with agricultural preservation objectives.

Quantified Objective
Adoption of the 1992 General Plan update increases the amount of residential land by 3,280 acres, which under General Plan policies could accommodate up to 20,000 housing units. This amount is 360% of the five-year construction need identified for Turlock by SAAG in its 1990-1997 Housing Needs Report.

Agencies and Officials Responsible for Implementation
Community Development Department staff, with assistance of a consulting team: oversee completion of the Draft General Plan.
City Council following action by the City Planning Commission: Adoption of Plan.

Time Schedule for Implementation
General Plan Adoption: first quarter 1993

PROGRAM COMPONENT IB
INCREASE THE SUPPLY OF LAND DESIGNATED FOR SINGLE-FAMILY ATTACHED AND MULTIFAMILY HOUSING

Implementation Actions Required

IB1. Adopt General Plan Update
IB2. Revise and Adopt Zoning Ordinance Revision

Discussion

Even with the rising cost of housing over the past decade, a survey of the City's rental housing market in 1991 showed that the great majority of market rate rental units are available at prices affordable to low–income households. (See Section 4.1). The General Plan seeks to continue this pattern by providing additional land designated exclusively for multifamily housing. The 1992 General Plan update recommends expediting project approvals by making multifamily housing a permitted use.

Adoption of the Draft General Plan will increase the amount of land designated for medium density housing by 510 acres, which under General Plan policies would be suitable for small lot single–family detached, single–family attached or multifamily housing at up to 15 units per acre. The plan designates 170 acres for high density housing, multifamily units at an average of 22 dwelling units to the acre. Land in these two categories could accommodate over 11,000 housing units. SAAG's distribution of housing need by type calls for 40.3% of Turlock's housing units to be single-family attached, multifamily, and mobile home. General Plan designations are consistent with this objective.

Quantified Objective

The objective for construction of new units in the medium and high density categories during the five-year period is 2,850 units. The objective for new market-rate units available at prices affordable to low–income households is 1,400 units, which represents 50% of the high and medium density units. The objective for units affordable to very-low-income households is 85 units, 3% of the total.

Agencies and Officials Responsible for Implementation
Community Development Department staff, with assistance of a consulting team: oversee completion of the Draft General Plan; prepare Zoning Ordinance revisions.

City Council following action by the City Planning Commission: Adoption of Plan and Zoning Ordinance Revisions.

Time Schedule for Implementation
General Plan Adoption: First quarter 1993
Zoning Ordinance Revisions Adoption: Third quarter 1993

PROGRAM COMPONENT IB2
CONTINUE EFFORTS TO ESTABLISH A LAND BANKING PROGRAM FOR AFFORDABLE HOUSING DEVELOPMENT

Implementation Actions Required

IB3. Continue efforts underway to establish a land banking program to acquire sites for the development of affordable housing.

Discussion

In the fall of 1991, the Turlock Affordable Housing Task Force identified land banking as a program that other public agencies have successfully used to acquire additional sites for the development of affordable housing. Land banking is the acquisition and reservation, or "banking" of land by a city for some future public purpose. Cities generally use land banking programs to reduce real estate costs by acquiring sites well before the they are intended to be developed before property values have increased as a result of adjacent development or speculation. On July 28, 1992 the Turlock City Council considered a report from the City's Housing Program Manager regarding the feasibility of such a land banking program for Turlock.

Once acquired and owned by the public agency, the local government, as owner or landlord, controls the timing and type of development permitted on that property. Land banking is generally only successful depending upon the availability of specific properties as well as the presence of acquisition funds by the local government.

The City Council has directed staff to move forward with implementation of a land banking program for Turlock. The first strategy the Council has endorsed is having the Affordable Housing Task Force identify for Council consideration the goals and priorities for acquiring and reserving lands along with assisting in identifying all possible funding sources. The Council has also tentatively identified a potential funding source as housing set-aside tax-increment funds that may come from a possible redevelopment program to be considered later this year.

Quantified Objective

Since this program is still in the initial stages, no actual objectives on the number of units that could be constructed depending on land availability or purchase sources has been identified.

Agencies and Officials Responsible for Implementation

Housing Program Manager and Staff: continue to move forward on the implementation and program establishment phases of this program that has been endorsed by Council.

Community Development Department: continue to move forward on development of a proposed redevelopment plan preparation for possible funding sources.

City Council: consider further suggestions from the Affordable Housing Task Force along with consideration of the proposed redevelopment planning program.

Time Schedule for Implementation

Implementation: ongoing

PROGRAM COMPONENT IC
ALLOW MANUFACTURED HOUSING IN ALL RESIDENTIAL ZONES

Implementation Actions Required

IC1. Amend Zoning Ordinance to define single–family housing as including manufactured housing as a permitted land use.

Discussion

Currently, the Ordinance is silent on the question of whether manufactured housing is considered equivalent to other types of single–family units. This change would explicitly permit manufactured housing on standard foundations in all residential districts at applicable density providing an opportunity for reduced hard costs, identified in Section 6.2 as comprising an estimated 59% of home cost in 1992.

Quantified Objective

This action is permissive. The number of manufactured housing units that would result and the cost savings compared to conventional single–family housing is unknown.

Agencies and Officials Responsible for Implementation

Community Development Department: Draft Zoning Ordinance Revisions
City Council following action by the City Planning Commission: Adoption of Zoning Ordinance Revisions.

Time Schedule for Implementation

Preparation and Adoption of Zoning Ordinance Revision: Fourth Quarter 1993

PROGRAM COMPONENT ID
IDENTIFY APPROPRIATE SITES FOR HOMELESS SHELTERS AND TRANSIENT HOUSING

Implementation Actions Required

ID1. Continue to implement regulations regarding facilities providing emergency shelter and transitional housing for homeless persons and families.

Discussion

In April 1991, the City amended all of its residential zoning districts and its professional office zoning district to permit as a conditional use residential facilities providing emergency shelter and transitional housing for homeless persons and families. Such facilities would be subject to the density and intensity requirements for the applicable district. These regulations enable approval of emergency shelters and transitional housing in a wide range of locations in Turlock.

During the same month, the City approved a conditional use permit for Tything Place, a residential emergency shelter and transitional housing facility, which will provide six dwelling units. This program component anticipates the completion of the project that has already been approved and envisions that within the next five years an equal number of units will be provided in one or more other projects.

Quantified Objective

Production or conversion of 12 units in residential emergency shelters and transitional housing facilities.

Agencies and Officials Responsible for Implementation

Staff of the Turlock Community Development Department will work with project applicants.

Time Schedule for Implementation

Ongoing.

II DEVELOPMENT OF HOUSING FOR LOW- AND MODERATE-INCOME HOUSEHOLDS

PROGRAM COMPONENT IIA
USE THE CITY'S HOUSING TRUST FUND TO ASSIST IN THE PRESERVATION AND DEVELOPMENT OF HOUSING FOR LOW-INCOME HOUSEHOLDS

Implementation Actions Required

IIA1. Prepare an Implementation Plan to establish how trust fund assets will be used to implement the Housing Action Program by providing loans, grants and other forms of assistance to nonprofit and/or for-profit developers.

Discussion

The Housing Trust Fund was established in the second quarter of 1992 based on the recommendation of the Turlock Affordable Housing Task Force. The Implementation Plan called for in this Program Component could either establish criteria by which the eligibility for funding of candidate projects would be evaluated, or identify specific projects to be funded.

The purpose of the Fund is to pool monies from different sources to help achieve the goal of assisting in the preservation and development of affordable housing. The fund is to be used to provide loans, grants, fee write-downs and other forms of assistance to nonprofit and/or for-profit developers providing housing for households with incomes at 80% or below the median for the area. Potential revenue sources include grant funds, Redevelopment tax increment and housing payment for affordable housing (see program components IIB and IIC).

Quantified Objectives

Because the Housing Trust Fund is only a financing mechanism, quantified objectives associated with this program component reflect other parts of the program that actually generate revenue. The sum of the quantified objectives from the other program components is 3,967; of this total 2,127 units would be for low- and very-low-income households.

Agencies and Officials Responsible for Implementation
Staff of the City's Housing Division:
preparation of the Implementation Plan.
City Council: adoption of the Implementation Plan.

Time Schedule for Implementation
Preparation and Adoption of the Implementation Plan:
Third Quarter 1993
Implementation: Ongoing.

PROGRAM COMPONENT IIB
CREATE A REDEVELOPMENT PROJECT AREA AND PROGRAM

Implementation Actions Required

IIB1. Designate Redevelopment Project Area

IIB2. Prepare and Implement a Redevelopment Plan that provides for a Low and Moderate Income Housing Trust Fund which will be used to assist in the production and conservation of housing for low- and very-low income households.

Discussion

The City formed a Redevelopment Agency in the early 1980's, but the agency has not been active. In 1992, efforts are underway to reconsider establishment of a redevelopment plan for the City. City staff and a redevelopment consultant have begun to delineate redevelopment project area boundary and collect data for the Redevelopment Plan. The Redevelopment project will include a significant housing component, because State law requires 20% of all redevelopment tax increments to be placed into a housing set-aside fund to be used to produce and improve the City's supply of housing for low- and moderate-income households. Because moderate-income households are well served by the housing market in Turlock, Redevelopment project revenues will be used for housing projects that benefit low–and very–low–income households.

One possible use for Redevelopment project revenues would be as a source of funds to prevent conversion of low-income senior citizens' units at Denair Manor to market -rate units.

Quantified Objective

Because of the time needed to initiate the Redevelopment process and to generate income from tax increment, this program component is not expected to directly assist any households during the five year period 1992-1997.

Agencies and Officials Responsible for Implementation

City staff with consultant assistance: propose Redevelopment Project Area boundaries, prepare Redevelopment Plan.

Planning Commission: Recommend project area(s) and plan.
City Council sitting as the Redevelopment Agency: designate project area and adopt Redevelopment Plan.

Time Schedule for Implementation

Designation of Redevelopment Area: Fourth Quarter 1992
Adoption of Redevelopment Plan: Third Quarter 1993

PROGRAM COMPONENT IIC
CONSIDER A HOUSING PAYMENT FOR AFFORDABLE HOUSING

Implementation Actions Required

IIC1. Continue to study the feasibility of an ordinance establishing a required housing payment for affordable housing.

Discussion

In early 1992, the Turlock Affordable Housing Task Force identified the establishment of a housing payment contribution from all new residential development as a possible program to generate additional local funds to promote affordable housing opportunities. Preliminary ideas focused on a nominal fee per square footage of new residential construction. Following this initial presentation from the Task Force, the City Council directed the City Housing Staff and Task Force to further examine this type of funding program and report back to Council with more details.

Fee payments from such a program could become revenue for the Housing Trust Fund, which would enable a variety of programs directed at production of rental housing for very-low-income households, ownership housing for low-income households, and housing conservation. Housing units with controlled affordability for these income groups could be exempt from the payment requirement.

The preliminary estimate of the amount of the fee payment is $500 per unit. If applied to 670 units per year, program revenue would be $335,000. Revenues from the program would be used principally to implement program components IID and IIH, which could subsidize fee payments from units affordable to very-low-income households, and provide loans and grants for rental move-in costs.

Quantified Objective

The five-year objective for this program is to subsidize fees for 94 units affordable to very-low–income households, to provide move-in grants to 100 very–low–income households, and to provide move-in loans to 250 low–income households.

Agencies and Officials Responsible for Implementation
City Council: consider a housing payment requirement
Staff of Community Development Department / Housing Division: continue to study and present detailed report to Council.

Time Schedule for Implementation
Project initiation: Second quarter 1993
Implementation: Ongoing.

PROGRAM COMPONENT IIC2
CONSIDER THE FEASIBILITY OF AN INCLUSIONARY ZONING PROGRAM FOR THE DEVELOPMENT OF AFFORDABLE HOUSING

Implementation Actions Required

IIC2. Continue to study the feasibility of an inclusionary zoning program for the development of affordable housing in new residential development.

Discussion

In the fall of 1991, the Turlock Affordable Housing Task Force identified the establishment of an inclusionary zoning program for all new residential development as a possible method to achieve the actual construction of affordable housing units resulting from new residential development in the City. In January 1992, the City's Housing Program Manager presented to the Council more information regarding inclusionary zoning programs.

Under such an inclusionary zoning program a percentage of residential dwellings within each new residential development, owner and rental, are set aside and reserved as "affordable housing units". As an example, within a new 100-unit single family subdivision, ten percent of the new homes (10 units) would be required to be reserved for sale to families within a designated income group, with resale restrictions imposed to reserve the subsidized affordable re-sale amount. Without a density bonus provision to accompany the affordable units set-aside, this type of program can result in higher prices for the non-subsidized, market-rate units.

The preliminary report from the Housing Program Manager has emphasized that the most successful inclusionary zoning programs possess four distinct traits: 1) they establish a minimum set-aside percentage; 2) they provide incentives to the developer to "reduce" any economic subsidy costs to the developer or ultimate market-rate buyers; 3) they provide an in-lieu payment option; and 4) they provide internal controls on the inclusionary below-market-rate (BMR) units to ensure that the affordable subsidy is similarly passed onto future buyers.

Quantified Objectives
Since the potential program is still in the review and consideration stage, no actual objectives on production of inclusionary units is possible.

Agencies and Officials Responsible for Implementation
Housing Program Manager and Staff: continue to study successful applications of similar inclusionary zoning programs and the implications for Turlock. Consider economic implications on existing market rate affordability levels with establishment of such a program.

Time Schedule for Implementation
Project initiation: Second quarter 1993
Implementation: As determined by final action of Council

PROGRAM COMPONENT IID
CONSIDER A PROGRAM OFFERING A SUBSIDY OF FEE PAYMENTS OR ALLOW DELAYED PAYMENTS FROM UNITS AFFORDABLE TO VERY-LOW AND LOW-INCOME HOUSEHOLDS

Implementation Actions Required
IID1. Develop for Review a Possible Implementing Ordinance

Discussion
The Constraints section identifies fees as a significant component (up to 15%) of housing cost. This type of program would make it easier to build housing for very-low-income households by waiving fees or delaying fee payments. Fees would be subsidized with funds from the revenue sources identified in other policies (housing payment, redevelopment tax increment). The subsidy would only apply to below market rate units with guarantees of continuing affordability to very low income households. In the case of units with guarantees of continuing affordability to low income households, payment of fees could be deferred to the time of initial unit occupancy rather than when building permits are issued.

Quantified Objective
Subsidize fee payments for 94 units affordable to very-low-income households. Allow delayed payment of fees for 142 units affordable to low-income households.

Agencies and Officials Responsible for Implementation
City Council: consider program and type of implementing mechanism
Community Development Department Staff: ongoing implementation

Time Schedule for Implementation
Ordinance Adoption: Fourth Quarter of 1993.

PROGRAM COMPONENT IIE
SUPPORT ARTICLE 34 REFERENDUM

Implementation Actions Required

IIE1. Council to initiate Article 34 referendum
IIE2. Citywide vote
IIE3. Proceed with Article 34 implementation

Discussion

Article 34 of the California Constitution requires that low rent housing projects "developed, constructed, or acquired in any manner" in the jurisdiction by any public agency must receive voter approval. In June, 1992 the Turlock City Council authorized the placement of an Article 34 referendum be placed on the next election ballot to seek passage of such a measure. The City expended approximately $5,000.00 to place this item on the November ballot.

In the November 1992 general election the voters narrowly passed Turlock's Article 34 referendum (53% approving). This referendum authorizes the construction of up to 120 low-income housing units per year over a ten-year period for a total of 1,200 units.

The Housing Program staff will soon be meeting with the Stanislaus County Housing Authority to assist in the preparation of a HUD grant proposal to construct some applicable units as soon as possible.

Quantified Objective

Up to 600 low-income residential units could be constructed over the next five years under authorization of Turlock's Article 34 referendum. Construction will be subject to successful grant funding.

Agencies and Officials Responsible for Implementation

Housing Programs Staff: ongoing coordination with the Stanislaus County Housing Authority

Time Schedule for Implementation

Coordination with SCHA for grant submittal: First quarter, 1993

PROGRAM COMPONENT IIF
THROUGH THE GROWTH MANAGEMENT PROGRAM, RESERVE BUILDING PERMITS FOR AFFORDABLE UNITS

Implementation Actions Required

IIF1. Ongoing Implementation of the Growth Management Program

Discussion

As discussed in Section 5.1, the City's Growth Management Program reserves 15 percent of total building permits for affordable units. These units are likely to be built under the Ordinance's provisions only in years when housing construction exceeds demand for units that can be built without any price restrictions, i.e. after the end of the 1991-1992 recession. The quantified objective assumes that the maximum number of building permits will be issued during two years of the five year period.

The Growth Management Ordinance does not distinguish between building permits for low- and very-low-income households. The quantified objective seeks to make all multifamily units affordable to very-low-income households by using resources described in other program components.

Quantified Objective

For the five year period, 142 single-family units affordable to low-income households; 94 multifamily units affordable to very-low-income households.

Agencies and Officials Responsible for Implementation

Community Development Department Staff: ongoing implementation of the Ordinance through monitoring building permit allocations.

Time Schedule for Implementation

Ongoing.

PROGRAM COMPONENT IIG
ESTABLISH COOPERATIVE AGREEMENTS WITH A NON-PROFIT HOUSING CORPORATION AS A SUPPORT AGENCY TO THE CITY

Implementation Actions Required

IIG1. City Council Action to adopt Cooperative Agreements with other Non-Profit Housing Corporations

IIG2. Appointment of Housing Program Manager as Liaison with Cooperative Non-Profit Corporations

Discussion

In early 1992 the Affordable Housing Task Force recommended that the Council explore establishment of a local Non-Profit Housing Corporation as a sister agency to the City. In response the Council has directed the City Housing Manager to further investigate this type of program. Following a report in July of 1992, Council concluded that the City's best efforts at promoting the production of affordable housing can be accomplished by coordinating with a number of existing non-profit organizations that actually produce affordable housing. Formal action was taken by the Council directing staff to develop cooperative agreements with other non-profit organizations for further Council consideration.

Working with other non-profit housing corporations would promote, assist or sponsor housing for low- and moderate-income families. The objective would be to assist Turlock citizens in achieving home ownerships. In addition, training on housing cost and maintenance will be provided to persons who use the non-profits' programs. The City staff will also be a clearinghouse for information on affordable housing programs available through the various non-profit organizations.

Quantified Objective

Assist in creation of 10 units per year of low-income housing, and 5 units per year of very-low-income housing, beginning in 1993. During the five-year Housing Action Program, assist in creation of 40 units of housing for low-income households and 20 units for very-low-income households.

Agencies and Officials Responsible for Implementation
Community Development Department staff: Housing Program Manager to oversee coordination and cooperative agreements development.

City Council: act to approve cooperative agreements as determined appropriate.

Time Schedule for Implementation
ongoing

PROGRAM COMPONENT IIH
EXAMINE A LOAN/GRANT PROGRAM TO ASSIST LOW- AND VERY- LOW-INCOME HOUSEHOLDS WITH MOVE-IN COSTS

Implementation Actions Required

IIH1. Consider a loan/grant program for apartment move-in costs.

Discussion

The analysis of housing affordability in Section 4.1 of the Housing Element concludes that much of the rental housing in Turlock continues to be affordable to low-income households. However, the cash required as security deposit and first month's rent can be a stumbling block for households that are just able to cover monthly rental costs. Based on the survey of apartment managers conducted by the City in 1991, the average move-in cost is first month's rent plus a deposit averaging $375. Lack of cash for a security deposit should not prevent any household that can cover monthly costs from having adequate housing. A loan or grant program to assist with move-in costs would be a relatively inexpensive way to reduce overcrowding and help to prevent homelessness.

The program could offer no-interest or low-interest loans to low-income households and grants to very-low-income households that have income sufficient to cover monthly housing costs. Revenue from housing set-aside increment funds from a Redevelopment Program described in program component IIB could be an appropriate funding source for the program.

Quantified Objective

Provide assistance to 250 low–income households and 100 very–low–income households over the five year period. (Because this program is to be funded with revenue from the recommended redevelopment increment housing set-aside, the objective may have to be adjusted downward if the redevelopment increment fund does not result in sufficient revenue to meet the objective).

Agencies and Officials Responsible for Implementation
Staff of the Housing Division: program design and ongoing implementation following adoption
City Council: consideration and adoption

Time Schedule for Implementation
Program Design: First Quarter 1994
Program Adoption: Second Quarter 1994

PROGRAM COMPONENT IIi
ADOPT AND PUBLICIZE AN ORDINANCE DESCRIBING DENSITY BONUSES AND OTHER INCENTIVES TO BE PROVIDED TO DEVELOPERS OF LOWER INCOME HOUSING

Implementation Actions Required

IIi1. Draft zoning ordinance amendment or City resolution establishing an incentive program meeting or exceeding the requirements of State law (Govt. Code Section 65915).

IIi2. Conduct an outreach program including production and distribution of a brochure on the program targeted to locally-active developers to inform local developers of the incentives available for production of housing for lower income households.

Discussion

The statute requires that when a developer agrees or proposes to construct units with specified characteristics (see below), the city shall either (1) grant a density bonus and at least one other regulatory concession, or (2) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. "Density bonus" is defined by statute as "an increase of at least 25 percent over the otherwise maximum allowable residential density under the applicable zoning ordinance and land use element of the General Plan as of the date of application by the developer to the city, county, or city and county." (65915(f)). The City is not required to provide the additional regulatory concession if it makes a written finding that it is not required for rents to be set at the targeted level.

To be eligible to receive the required density bonus, the housing project must contain at least: (1) 20 percent of total units for lower income households, (2) 10 percent of total units for very-low-income households, or (3) 50 percent of the units for persons 55 years of age or older. Developers must agree to and the city must ensure continued affordability of all lower income density bonus units for 30 years.

In addition to adopting an ordinance or resolution specifying the method of providing developer incentives, the City must "establish procedures for waiving or modifying development and zoning standards which

would otherwise inhibit the utilization of the density bonus on specific sites. The procedures shall include, but not be limited to, such items as minimum lot size, side yard setbacks, and placement of public work improvements." (65915(d)).

Turlock's proposed Housing Element programs, including suggested review of unnecessary zoning requirements regarding discretionary permits for multiple-family housing, parking requirements, minimum allowable densities, are designed to help control the cost of housing production. The City should closely monitor development standards to analyze whether other types of concessions are warranted in order to make possible production of units at the target affordability levels. It may be more appropriate to provide a greater level of incentives for units affordable to very-low income households, than for units in the low- or moderate-income household range.

As of January, 1993, no developers have requested density bonuses for projects in Turlock. Although encouraged by City Planning staff, the long term qualifying income restriction limits appear to be one of the primary factors developers are reluctant to try the program. A more active outreach program on the City's part, combined with changing development economics over time, may increase interest in using density bonuses.

Quantified Objective
Not relevant to this program objective.

Agencies and Officials Responsible for Implementation
Community Development Department staff: develop an incentive program for Council consideration encouraging use of State Density Bonus Program, prepare brochure for distribution to private developers regarding local density bonus program implementation.

City Council: act to consider possible local density bonus incentive program.

Time Schedule for Implementation
Program Design: Third quarter 1993
Program Consideration: Fourth quarter 1993
Public Information Distribution: First quarter 1994

III REMOVAL OF GOVERNMENTAL CONSTRAINTS

PROGRAM COMPONENT IIIA
GROWTH MANAGEMENT PROGRAM REVIEW

Implementation Actions Required

IIIA1. In 1993 and in subsequent annual reviews, City staff will describe building activity that has occurred under the program, report on the status of meeting regional housing goals, and include comments received by the City that relate to the Growth Management Program.

IIIA2. The Growth Management Program will expire on December 31, 1996 unless extended by City Ordinance. In evaluating whether the program should be extended, the City will prepare an analysis of whether the Growth Management Program has acted as a constraint to the production of housing.

IIIA3. In addition, the City will analyze the ability to meet Regional Housing Goals in place in 1996 under the provisions of the Program. If Housing Goals cannot be met and the duration of the Growth Management Program is to be extended, the maximum dwelling unit additions will be revised unless they must be retained for the purpose of protecting the public health, safety and welfare.

Discussion

The provisions of the Growth Management Program are discussed in Section 5.1.

Quantified Objective

Not relevant for this Program Component.

Agencies and Officials Responsible for Implementation

Community Development Department staff: review the Growth Management Ordinance and the status of meeting regional housing goals, and prepare the analysis assessing whether the Growth Management Program has acted as a constraint to the production of Housing.

City Council: act to revise the maximum dwelling units to be added if found to be necessary based on the City's ability to meet Regional Housing Goals in 1996.

Time Schedule for Implementation
Annual Reviews: Beginning in 1993
Program evaluation and analysis in relation to regional housing needs: 1996

PROGRAM COMPONENT IIIB
REVISE ZONING ORDINANCE

Implementation Actions Required

IIIB1. Amend the Zoning Ordinance to remove certain zoning constraints described below.

Discussion

Zoning regulations are discussed in Section 5.2. Amendments to the Zoning Ordinance can remove certain governmental constraints and facilitate the private development of affordable housing. Existing zoning standards to be considered include:

- Add development standards for multifamily housing that address height, bulk, design, landscaping, open space requirements and other features not now adequately addressed in the ordinance;

- Permit all multifamily uses as of right in multifamily zones, with permitted densities keyed to General Plan land use classifications;

- Establish a maximum lot area per unit in multifamily districts;

- Establish an RMX district where mixed lot sizes and dwelling unit types would be permitted, consistent with neighborhood descriptions in the General Plan.

- Establish a reduced lot size district for zero lot line and attached single-family units.

- Add statements of purpose to the residential districts and the PD district establishing the connection to General Plan residential classifications;

- Add a definition of single-family dwellings that includes manufactured housing;

- Revise parking regulations so that in some cases only one of the parking spaces required for single family units be required to be within a structure or capable of being included within a structure at a later date;

- Provide reduced parking requirements for units in projects with senior-only occupancy; and

- Create provisions that promote residential use of historic structures by relaxing development standards.

- Reflect State law requiring cities to recognize the 24-hour care of six or fewer mentally disordered or otherwise handicapped persons as a residential use.

Quantified Objective
Zoning Ordinance revisions are a key tool in achieving the objectives of facilitating production of market-rate low income units by reducing the cost of market-rate housing.

Agencies and Officials Responsible for Implementation
Community Development Department: draft Zoning Ordinance Revisions
City Council: adopt the Ordinance Revisions following review and input from affected and interested groups and action by the Planning Commission.

Time Schedule for Implementation
Complete drafting of revised Zoning Ordinance provisions:
third quarter 1993
Adoption of Zoning Ordinance Revisions: fourth quarter 1993

PROGRAM COMPONENT IIIC
MAKE MORE SEWAGE TREATMENT CAPACITY AVAILABLE TO RESIDENTIAL USERS

Implementation Actions Required

IIIC1. Select and implement a plan to increase sewage treatment plant capacity.

IIIC2. Explore mechanisms to make existing unused capacity available for residential development by allocating to industrial users rights to capacity that will be available after a treatment plant expansion is complete. (These future rights would substitute for currently unused "paper rights" which have already been purchased.)

Discussion

See Section 5.4.

Quantified Objective

Make sufficient sewage treatment capacity available to permit housing construction and occupancy as described in Policy IA.

Agencies and Officials Responsible for Implementation

City Utilities Department: operate the wastewater treatment plant.
Community Development Department staff: work with the Utilities Department to arrange changes in the status of pre-bought capacity.

Time Schedule for Implementation

IIIC1- First quarter, 1993
IIIC2- Fourth quarter, 1993 or as need is identified.

PROGRAM COMPONENT IIID
INVESTIGATE DISTRIBUTION OF FEES BETWEEN SINGLE- AND MULTIFAMILY HOUSING

Implementation Actions Required

IIID1. Conduct an analysis of the distribution of fees to different unit types.

Discussion

See Section 5.5.

Quantified Objective

Not applicable.

Agencies and Officials Responsible for Implementation

Community Development Department staff: conduct the analysis.
City Council: approve any resulting changes in fee requirements.

Time Schedule for Implementation

Complete analysis: third quarter of 1993.

IV. CONSERVE AND IMPROVE THE EXISTING AFFORDABLE HOUSING STOCK

PROGRAM COMPONENT IVA
REHABILITATION LOAN PROGRAM

Implementation Actions Required

IVA1. Participate in yearly application process.

IVA2. Continue to administer program in accordance with HUD guidelines.

Discussion

Since 1984, the City has operated a highly successful housing rehabilitation program that has used funds from the federal Community Development Block Grant (CDBG) program, State Rental Rehabilitation program, and HUD Section 312 loan program. Income from loan repayments is returned to the program. In 1991-1992, $366,000 was received from CDBG, and $120,000 in income from prior loans. The City is pursuing funds from the same sources for program continuation, as well as seeking new sources of revenue. (The State Rental Rehabilitation Program along with the Section 312 Program, is being incorporated into the new HOME program.)

Additional detail relating to the City's rehabilitation loan program can be found in the City's Comprehensive Housing Affordability Strategy (CHAS).

Quantified Objective

During the five-year period, assist 30 very-low-income households (one-half renter households) and 58 low-income households (33 renter households).

Agencies and Officials Responsible for Implementation

Staff of the City's Housing Division will prepare funding applications and administer the loan programs. The implementation of this program component requires continued availability of funding through state and federal programs.

Time Schedule for Implementation

Ongoing.

PROGRAM COMPONENT IVB
GIVE PRIORITY TO LOAN APPLICANTS SEEKING TO MAKE HOUSING UNITS ACCESSIBLE TO DISABLED RESIDENTS

Implementation Actions Required

IVB1. Establish loan program guidelines that give priority to borrowers that will use funds to make housing units safe and comfortable for disabled residents.

Quantified Objective

Assistance to 10 households during the five-year period.

Discussion

The City establishes this priority in its 1992 Comprehensive Housing Affordability Strategy.

Agencies and Officials Responsible for Implementation

Housing Division staff of the Community Development Department: administer the loan program.

Time Schedule for Implementation

Ongoing.

PROGRAM COMPONENT IVC
REDUCE NUMBER OF NONCONFORMING UNITS

Implementation Actions Required

IVC1. Consider and adopt Draft General Plan as Proposed
IVC2. Revise Zoning Map for Consistency with General Plan

Discussion

This program component seeks to encourage investment in housing production and conservation by reducing the number of existing nonconforming housing units and by creating the potential for addition of conforming infill units at multifamily densities. The area where this policy will be most significant is between Golden State Boulevard and Lander Avenue and between Golden State and Edwards Drive. The Draft General Plan would change the General Plan designation in this area from Industrial to Medium Density Residential and from Low Density to Medium Density Residential. Prior to adoption of the revised General Plan, the area is zoned M-2, Heavy Industry. Residential uses are not permitted in the M-2 zones. Dwellings when appurtenant and secondary to any permitted industrial use are conditional uses.

Quantified Objective

This zoning change will bring approximately 150 units into conformity with the City's Zoning Ordinance. New units to be produced in the area are counted in the quantified objectives associated with Program Component IA.

Agencies and Officials Responsible for Implementation

Community Development Department staff with assistance of consulting team: oversee completion of the Draft General Plan and draft Zoning Ordinance Revisions.

City Council: adopt General Plan and Zoning Map Revisions following actions by the Planning Commission.

Time Schedule for Implementation

General Plan Adoption: First Quarter 1993
Adoption of Zoning Map Revisions: Fourth quarter 1993

PROGRAM COMPONENT IVD
ADOPT SPECIAL STANDARDS FOR DWELLING UNITS IN BUILDINGS OF HISTORIC AND ARCHITECTURAL MERIT

Implementation Actions Required

IVD1. Adopt zoning provisions that promote residential use of historic structures by relaxing development standards.

Discussion

Housing and historic preservation objectives could be achieved through adoption of zoning provisions, possibly through an overlay district, that would promote residential use of historic structures. These provisions would retain regulations relating to health, safety and prevention of public nuisance, but could relax requirements for open space and on-site parking. The new provisions would also have to establish eligibility criteria. (See also program component IIIB1.)

Quantified Objective

Creation of 40 dwelling units during the five-year period.

Agencies and Officials Responsible for Implementation

Community Development Department staff: draft Zoning Ordinance Revisions.
City Council: adopt Zoning Ordinance Revisions following actions by the Planning Commission.

Time Schedule for Implementation

Adoption of Zoning Ordinance Revisions: Fourth Quarter 1993.

V ASSURE EQUAL HOUSING OPPORTUNITY IN TURLOCK

PROGRAM COMPONENT VA
CONTINUE TO WORK WITH THE COMMUNITY HOUSING RESOURCES BOARD

Implementation Actions Required

VA1. Work with the Turlock Community Housing Resources Board (TCHRB) to implement its Five Year Plan

Discussion

The TCHRB has been in existence since April, 1987. The 11 board members appointed by HUD represent government, private industry and community organizations. The main responsibility of the TCHRB is to help the Turlock Board of Realtors fulfill its Voluntary Affirmative Marketing Agreement (VAMA) commitments. The VAMA is a voluntary commitment by Realtors nationally to provide equal services in the sale, rental or financing of housing regardless of an individual's race, color, religion, sex or national origin. In California, the commitment also precludes discrimination because of a person's marital status, children, age, or other arbitrary reason. The City's Housing Division provides support services, meeting space, and assistance in the purchase of outreach materials to the TCHRB. The City's Housing Program Coordinator serves as the TCHRB secretary.

The TCHRB has approved a five year plan including the following elements: 1) Advertise HUD's Fair Housing Logo and Fair Housing statement in the Turlock Journal on a regular basis; 2) Encourage minorities to enter into the real estate industry; 3) Encourage all Realtor offices and other related housing professionals to become signatory members to the VAMA agreement; 4) Meet with representatives from Federal and State Fair Housing Agencies and local human rights agencies to monitor progress made under the VAMA agreement; 5) Sponsor an annual Fair Housing Seminar; 6) Continue to gather and analyze statistical data for a rental survey to determine Turlock's housing needs; and 7) Strongly endorse an Article 34 referendum and other funding sources in order to promote affordable housing in Turlock.

Quantified Objective
Not applicable to this Program Component.

Agencies and Officials Responsible for Implementation
Staff of the Housing Division: provide continued support to the TCHRB.

Time Schedule for Implementation
Ongoing.

VI PUBLIC PARTICIPATION IN HOUSING DECISIONS

PROGRAM COMPONENT VIA
CONTINUE THE WORK OF THE TURLOCK AFFORDABLE HOUSING TASK FORCE

Implementation Actions Required
VIA1. Continue to work with the Task Force

Discussion
The Turlock City Council appointed a 10-member Affordable Housing Task Force on April 9, 1991. Task Force members represent Turlock residents and businesses. The City's Housing Coordinator serves as staff coordinator for the group. The group was charged with studying, developing and making recommendations to the City Council on a comprehensive affordable housing program to address the goals and needs of the City. Several of the program components included in the Housing Element Program have resulted from the work of the Task Force. Through ongoing work, the Task Force could contribute to implementation of programs included in the Housing Program, as well as continuing to propose new approaches to the provision of affordable housing.

Quantified Objective
Not relevant to this program component.

Agencies and Officials Responsible for Implementation
Staff of the Turlock Housing Division: continue to work with the Task Force.
Planning Commission and City Council: consider Task Force recommendations periodically.

Time Schedule for Implementation
Ongoing.

PROGRAM COMPONENT VIB
CONTINUE THE WORK OF THE TCHRB

Implementation Actions Required
No specific implementation actions are required.

Discussion
Public participation is another facet of the work of the TCHRB which is discussed above as Program Component VA.

Quantified Objective
Not relevant to this program component.

Agencies and Officials Responsible for Implementation
See Program Component VA.

Time Schedule for Implementation
Ongoing.

PROGRAM COMPONENT VIC
HOLD PUBLIC HEARINGS ON USE OF FEDERAL FUNDS AS REQUIRED BY FEDERAL REGULATIONS

Implementation Actions Required

VIC1. Hold hearings on use of CDBG funds as required by HUD

VIC2. Provide opportunity for public comment on the City's Comprehensive Housing Affordability Strategy (CHAS)

Discussion

Various federal programs include requirements for public input. These are part of the City's housing program, and the public participation components are an integral part of the city's overall outreach program.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

Community Development Department staff: oversee the public participation components required of the city.

Time Schedule for Implementation

Ongoing.

PROGRAM COMPONENT VID
CONTINUE APPOINTMENTS TO THE AFFORDABLE HOUSING TASK FORCE OF COMMUNITY MEMBERS REPRESENTING DIVERSE SEGMENTS OF THE CITY'S POPULATION

Implementation Actions Required

VID1. Continue to make appointments to the affordable housing task force as needed.

Discussion

The Affordable Housing Task Force will play an important role in making recommendations to the Council regarding increasing the affordable housing opportunities in the City. In appointing the Task Force Members, the City Council will work to represent a wide variety of constituencies in the city.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

City Council: appoint/reappoint the task force with community members.

Time Schedule for Implementation

Appointment of Board: Ongoing.

PROGRAM COMPONENT VIE
HEARINGS AND ENVIRONMENTAL REVIEW FOR PROJECT APPROVALS

Implementation Actions Required

VIE1. Continuation of current procedures for project review and environmental assessment.

Discussion

Public participation in planning and housing decisions is accommodated within the current process for project review and assessment, which provides for notice to and comment by interested citizens at numerous points during the project review and environmental assessment processes. The opportunity to comment in response to proposals for development projects and modifications to city plans and regulations will continue to provide ongoing opportunity for meaningful public participation in city decisions.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

Community Development Department staff: process permits and conducts environmental assessment.
Planning Commission and City Council: hold public hearings prior to project approval and EIR certification.

Time Schedule for Implementation

Ongoing.

VII OPPORTUNITIES FOR ENERGY CONSERVATION

PROGRAM COMPONENT VIIA
ESTABLISH DEVELOPMENT AND CONSTRUCTION STANDARDS THAT PROMOTE ENERGY CONSERVATION

Implementation Actions Required

VIIA1. Consider Adoption of Draft General Plan with existing policies proposed in the Neighborhood Design Section and appendices.

VIIA2. Implement policies in the Neighborhood Design section of the General Plan.

VIIA3. Prepare specific literature for dissemination to residential builders and subdivision designers to enhance awareness of the programs.

Discussion

The Neighborhood Design section of the Draft General Plan discusses policies for subdivision design that provide for passive or natural heating and cooling opportunities. These policies were adopted by the City in 1984 as part of the present General Plan. Policies related to street orientation, tree shading, and other street design issues should result in a decreased need for energy consumption in climate control.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

City Council: Adopt General Plan following action by the City Planning Commission.

Time Schedule for Implementation

General Plan Adoption: First Quarter 1993.
VIIA3- Second Quarter 1994.

PROGRAM COMPONENT VIIB
PROVIDE ENERGY CONSERVATION ASSISTANCE WITHIN THE HOUSING REHABILITATION PROGRAM

Implementation Action Required

VIIB1. Continue participation in and explore new federal and State funding programs for housing rehabilitation.

Discussion

Funding received from programs like the State HOME program could be used for home improvements geared toward energy conservation. Such weatherization activities include ceiling and wall insulation, installation of water heater blankets, caulking and double paned windows. The program would include an educational component whereby residents seeking rehabilitation funding would be informed of the most energy-efficient alternatives that suit their needs.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

Community Development Department staff: To secure rehabilitation funding and provide the appropriate information to interested homeowners.

Time Schedule for Implementation

Annual beginning Third Quarter 1992.

VIII IMPLEMENTATION MONITORING AND GENERAL PLAN CONSISTENCY

PROGRAM COMPONENT VIIIA
CONTINUE TO INCORPORATE HOUSING PROGRAM IMPLEMENTATION MONITORING AS PART OF THE CITY'S ANNUAL GENERAL PLAN REPORT

Implementation Actions Required

VIIIA1. Submit a copy of the annual report to the State Department of Housing and Community Development.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

Community Development Department staff prepares the General Plan Status Report and is responsible for submitting it to the Department of Housing and Community Development.

Time Schedule for Implementation

Annual beginning first quarter 1993.

PROGRAM COMPONENT VIIIB
ADOPT THE HOUSING ELEMENT AS PART OF A COMPREHENSIVE GENERAL PLAN REVISION

Implementation Actions Required

VIIIB1. Adopt an update to the Housing Element as part of a comprehensive General Plan revision.

Discussion

The 1992 Housing Element was prepared during the recent work by the City to update the comprehensive General Plan. This has provided the opportunity to fully integrate land use, housing and other policies, and to discuss housing issues at community workshops and hearings on the General Plan. This amendment to the adopted Housing Element is now proposed for adoption in order to be internally consistent with the changes in other elements of the General Plan Update.

Quantified Objective

Not relevant to this program component.

Agencies and Officials Responsible for Implementation

Community Development Department staff: with assistance of a consulting team; oversee completion of the Draft General Plan.

City Council: adopt General Plan following action by the City Planning Commission.

Time Schedule for Implementation

General Plan Update Adoption: First Quarter 1993.

8 Inventory of Sites

The revised Turlock General Plan recently adopted expands considerably the amount of land designated for residential development. In addition, the Plan creates new residential density policies and recommends a commitment to significant revisions to the City's Zoning Ordinance and Map, which are discussed elsewhere in this Element.

8.1 OVERVIEW OF LAND AVAILABILITY

The Turlock Planning Area has no significant environmental or infrastructure constraints that will limit development in particular locations in the near term. Furthermore, the General Plan does not establish any policies regarding the sequence of growth that favor some locations or directions over others. The Plan, like the City's Growth Management Program Ordinance, requires contiguity of development, but this requirement might be satisfied in a number of different locations. Given these factors, all of the land designated for residential development on the General Plan diagram could be available during the next five years.

The principle differences among designated residential sites are:

- **Location / Jurisdiction.** Sites within the incorporated area require only project-level approvals from the City in order for development to commence. By contrast, sites in the Sphere of Influence must be pre-zoned, and annexed to the City (requiring LAFCO action) prior to project-level approvals. Sites in the secondary Sphere of Influence must meet the criteria of the City's Growth Management Program (discussed in Section 5.1) in order for annexation to be supported by the City.

- **Availability of Services.** Infill sites within the City or unincorporated islands are generally easily provided with public services, as the basic systems are already in place. By contrast, peripheral sites in southeast and north Turlock require a greater investment in new infrastructure which could delay and / or increase the cost of new development. There are no areas, however, that are completely unserved. The basic road system for all growth areas is already in place, as are parts of the peripheral storm drain and sewage collection systems.

- **General Plan Designation and Zoning District.** The General Plan designation applied to each of the residential sites establishes the range of housing densities and types that can be constructed. In many cases, zoning in place at the time of Housing Element adoption will be revised following adoption of the other General Plan elements. For land outside the City designated by the General Plan for urban uses, zoning consistent with the General Plan will be adopted at the time land is annexed. This policy is one of several designed to promote continued agricultural production in the Planning Area (see Section 6.1 of the General Plan).

8.2 INVENTORY OF SITES AND ASSESSMENT OF HOUSING POTENTIAL

This section provides, in tabular and graphic form, an inventory of land suitable for residential development in the Turlock Planning Area. Tables 8.1 and 8.2 report on vacant land designated for residential use and indicate the number of dwelling units that could be constructed consistent with the policies of the General Plan. Assessment of land vacant in 1992 is based on 1990 existing land use data compiled by the Turlock Community Development Department.

The inventory identifies 2,565 acres of vacant land with residential development potential, which could result in an estimated 16,110 new housing units at planned densities. This amount is essentially a 20-year land supply; for reasons cited above all sites are considered to be available during the five year period. The land inventory well exceeds Turlock's 1992-1997 housing construction goal of 4,001 units.

The data do not reflect potential redevelopment of sites that in 1992 are zoned and developed for non-residential uses pursuant to the former General Plan (1984), but which are to be re-zoned for residential use consistent with newly-adopted General Plan policies and land use designations. Opportunities for redevelopment add to the total dwelling unit potential in the Planning Area, but quantification of a likely number of residential units to be constructed is not possible.

Land suitable for residential development in the Planning Area and available during the 1992-1997 period is outlined in two tables. Table 8.1 shows residential development potential by proposed plan densities and by jurisdiction. Table 8.2 further defines the analysis, showing where the available land is located according to sector and potential housing units by type. These sites are mapped on Figure 8-1.

As shown in Table 8.1, there are 2,565 acres of currently vacant, potentially developable residential land. Approximately 21 percent is within the 1992 city boundary; at proposed densities these sites will accommodate approximately 28 percent of new housing units. By the third quarter, 1993, the City expects to complete the changes to zoning necessary to implement the 1992 General Plan Update. This will substantially increase the total acreage zoned for medium and high density land uses and available within the city limits. Once complete, this information will be added to this Element.

Table 8.1 also shows that fifty-nine percent of vacant residential land is within either the primary or secondary Sphere of Influence, which means that annexation to the City will be required before development approvals can be granted by the City.

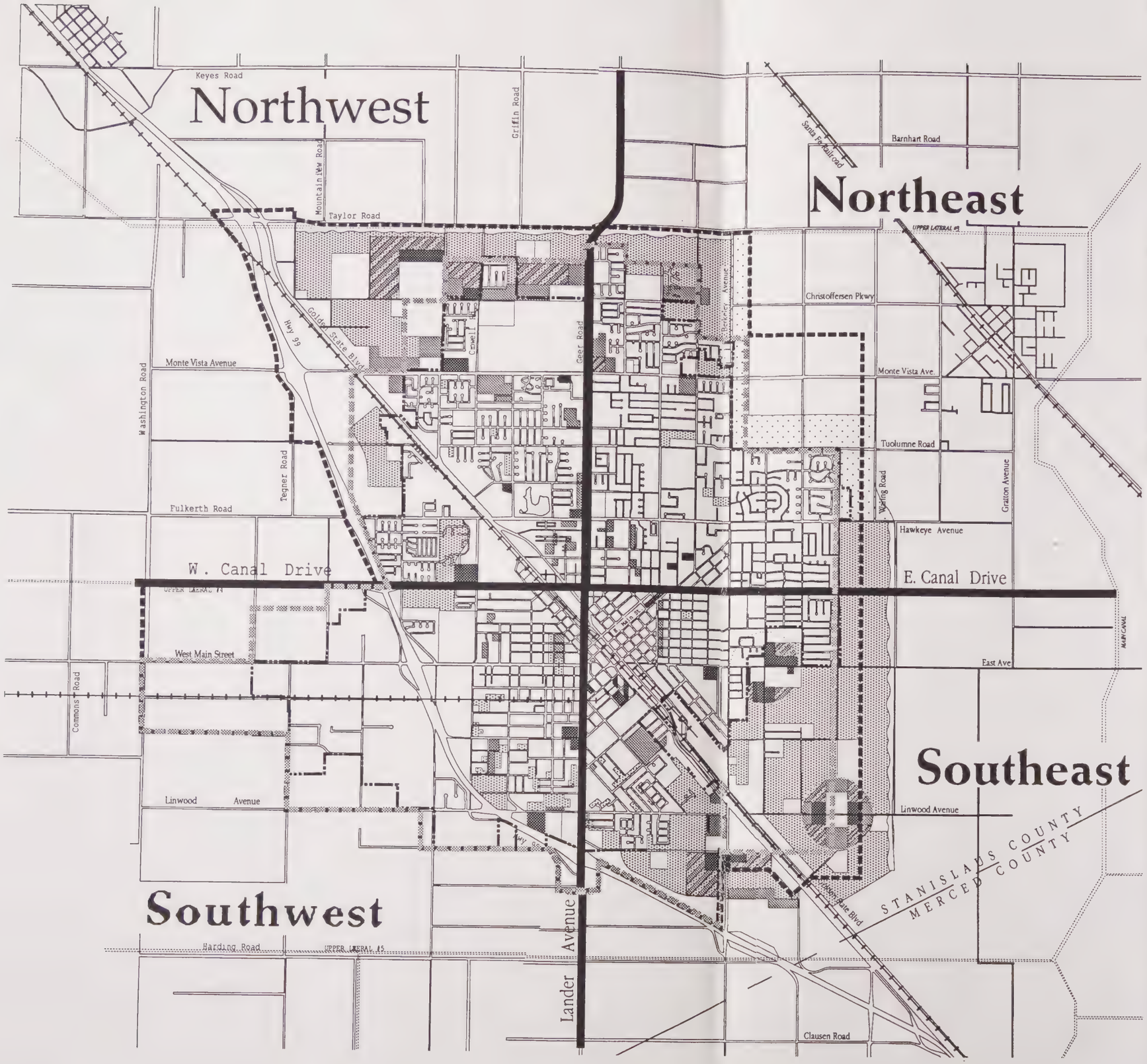
TABLE 8.1
AVAILABLE RESIDENTIAL LAND AND POTENTIAL HOUSING UNITS BY JURISDICTION
TURLOCK PLANNING AREA, 1992-1997

Plan Designation		Within City	Primary Sphere of Influence	Secondary Sphere of Influence	Outside Spheres of Influence	Total	Percent
Very Low Density	acres	10	40	225	60	335	13%
	d.u.[1]	15	60	340	90	500	3%
Low Density	acres	305	400	635	270	1,600	63%
	d.u.	1,370	1,800	2,860	1,215	7,245	45%
Medium Density	acres	160	160	115	55	490	19%
	d.u.	1,760	1,760	1,265	605	5,390	34%
High Density	acres	65	25	15	30	140	5%
	d.u.	1,430	550	330	660	2,970	18%
Total	acres	540	625	990	415	2,565	100%
	d.u.	4,575	4,170	4,795	2,570	16,110	100%
	% acres	21%	24%	39%	16%	100%	
	% d.u.	28%	26%	30%	16%	100%	

Numbers may not add to total due to rounding.
[1]Density assumptions (du/gross acre): very low (1.5); low (4.5); medium (11); high (22).
Dwelling units rounded to the nearest multiple of five.
Source: Blayney Dyett Greenberg.

Inventory of Residential Sites

Figure 8-1



High Density

Medium Density

Low Density

Very Low Density

Primary Sphere of Influence

Secondary Sphere of Influence

Turlock City Limit

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

August 1992

TABLE 8.2
AVAILABLE RESIDENTIAL LAND AND POTENTIAL HOUSING UNITS BY TYPE
TURLOCK PLANNING AREA, 1992-1997

	Available Residential Land (acres)[1]					Housing Units[2]		
Sector	Very Low	Low	Medium	High	Total	Single Family[3]	Multi-family[4]	Total
Northwest	0	440	190	60	690	2,680	2,600	5,280
Northeast	335	240	95	20	690	1,930	1,140	3,070
Southwest	0	130	10	5	145	620	180	800
Southeast	0	790	195	55	1,040	4,320	2,640	6,960
Total	**335**	**1,600**	**490**	**140**	**2,565**	**9,540**	**6,560**	**16,110**
Percent	13%	62%	19%	6%	100%	60%	40%	100%

Numbers may not add to total due to rounding.
[1]Density assumptions (du/gross acre): very low (1.5); low (4.5); medium (11); high (22).
[2]Rounded to the nearest ten.
[3]Includes all dwelling units that could be produced on sites designated very low, and low density, and 1/3 of units that could be built on medium density sites.
[4]Includes 2/3 of units that could be built on medium density sites and all units that could be built on high density sites.

Source: Blayney Dyett Greenberg.

8.3 ABILITY TO SATISFY NEEDS FOR VARIOUS TYPES OF HOUSING

State law requires each housing element to address specifically the land areas and sites available to particular types of housing and shelter: single family, multifamily and rental, manufactured housing, emergency shelter and transitional housing; and the zoning designations within which these housing types can be constructed.

The majority of residential land is designated for low density housing. As shown in Table 8.2, the supply of vacant land could yield 16,110 housing units, 60 percent of which would be single family; 40 percent multifamily.

MULTIFAMILY DENSITY AND AFFORDABILITY

If recent trends continue, virtually all of the multifamily units will be rental units, and rental housing will be produced at rents affordable to low-income households. While the costs of various components of housing production may continue to rise, various measures included in the Housing Action Program are intended to reduce the cost of producing housing. Most important among these is elimination of the requirement that conditional use permits be granted for all housing developments with five or more units. Another trend over the past several years has been that housing construction has occurred at densities significantly lower than the maximum permitted by the zoning ordinance, with single family housing constructed on sites designated by the 1984 General Plan for multifamily densities. This is to be prevented in the future by establishing a maximum lot area per unit in multifamily districts, and by specifying minimum allowable densities in the 1992 General Plan Update.

Two of the City's largest apartment complexes, the Park Knoll Apartments and the Oak Park Apartments, were completed and occupied since 1990. Both offer units within the low-income range. The projects were constructed at densities of 19.9 and 17.3 units per net acre, respectively. Oak Park apartments fall within the 1984 General Plan's Medium Density category; Park Knoll apartments fall within the High Density range. Turlock planning staff report that recent projects that have resulted in creation of multifamily rental units affordable to very low income

households have tended to be very small infill projects. As can be seen in Figure 8-1, numerous small infill sites are available for construction, most within the medium density range. These locations, many of which are close to existing public and private services could also be appropriate locations for housing serving populations with special needs, such as homeless persons, the elderly, and female-headed households.

The City's housing construction goal for units affordable to low- and very-low-income households is 1,840 units, which could be accommodated on land available within the City limits designated for medium and high density housing (this does not preclude the production of units affordable to these groups at lower densities).

SINGLE FAMILY DENSITY AND AFFORDABILITY

Most single family units sold in Turlock during the last several years have been available at prices affordable to moderate- or above moderate-income households, as discussed in Section 3. As noted in Section 3.2, variation in house price appears to be related to lot size, house size, location in the city, and amenities included in the unit. One factor that has enabled the production of single family units affordable to low income households is the use of manufactured housing. Housing Action Program Component 1C1 calls for the Zoning Ordinance to be amended to define single family housing as including manufactured housing as a permitted use, facilitating additional use of manufactured housing in the City.

Housing Action Program Component IIIB calls for Zoning Ordinance revisions intended to facilitate production of market-rate low income units by reducing the cost of market-rate housing. Measures that pertain to single family development include allowing reduced lot size for zero lot line and attached single family units and revising parking regulations. The significant increase in the availability of land designated for residential use is also hoped to have a positive effect on reducing land costs and therefore the cost of housing to the consumer.

The City's construction goal for above-moderate and moderate income households is 2,161 units, which could be accommodated on available land within the City and the primary sphere of influence.

HOUSING FOR PERSONS WITH SPECIAL NEEDS

Housing for persons with special needs includes group care for disabled persons. State Law (Welfare and Institutions Code Section 5115 *et seq*) requires that cities recognize the 24-hour care of six or fewer mentally disordered or otherwise handicapped persons as a residential use. This means that facilities caring for such persons in residential structures may not be required to obtain conditional use permits. The City's Zoning Ordinance is to be amended to reflect this requirement.

As discussed in Program Component 1D, the City amended its Zoning Ordinance in April 1991 to permit residential facilities providing emergency shelter and transitional housing for homeless persons and families as a conditional use in all residential zoning districts and the professional office district. These regulations enable approval of emergency shelters and transitional housing in a wide range of locations in Turlock.

8.4 AVAILABILITY OF SEWAGE TREATMENT CAPACITY

Section 5.4 of the Housing Element identifies that the City is approaching the limit on available sewage treatment capacity which could act as a potential constraint to residential development. In February, 1993 the City Council has taken action directing the Utilities Department to initiate an expansion of the City's Waste Water Treatment Plant in a four-phase program that will add 4.5 MGD (expanding total to 20 MGD) of capacity at a cost of approximately 12.1 million dollars. The Council has also adjusted sewer rates of all users to increase revenues to fund this expansion.

The Community Development Department has initiated an Environmental Impact Report on the sewage treatment plant expansion. Another improvement relates to tracking of sewage treatment availability. The City has created and put into use a data base that tracks available capacity which will allow improved monitoring of the situation. Based on these recent developments, sewage treatment capacity is not expected to act as constraint on development in the City.

9 Ability to Meet Fair Share of Regional Housing Needs

As the areawide planning organization for Stanislaus County, the Stanislaus Area Association of Governments is required by the State to determine city and county shares of projected regional housing needs. In turn, the City must consider its share of regional need during Housing Element preparation.

The current statement of housing needs is contained in the *Housing Needs Report, Stanislaus County and Its Cities, Volume III, 1990 - 1997* (adopted February 13, 1991). Because the City's Housing Action Program (Section 7) is for the five-year period 1992 - 1997, Table 9-A below adjusts SAAG's seven-year numbers to reflect a five-year planning period. This is done by subtracting from the SAAG seven-year total the number of units actually constructed during the period from January 1990 to December 1992.

The table compares SAAG's construction needs by income category with the housing production objectives of the Housing Action Program. Above-moderate and moderate-income housing have been combined into one category, because the economics of housing in Turlock are such that housing units for both income groups are produced by the market in all General Plan housing categories. Therefore, neither the General Plan's land use or housing elements differentiate between the two categories of affordability. The following conclusions are apparent:

- **The City's Fair Share of Housing Construction Needs Can Be Met.** To meet the regional goal, construction will have to be at the maximum level permitted by the City's Growth Management Ordinance (792 units per year) until 1996, and then exceed that level by 4% (34 units) during 1996. Economic conditions and availability of construction financing may result in lower construction figures, but there may also be commensurate decreases in demand due to the impacts of the current recession.

- **Regional Objectives Can Be Met for Housing Affordable to Low, Moderate and Above-Moderate Income Households, but not for Very-Low-Income Households.** The level of subsidy required for the production of units affordable to very-low-income households limits the number of new units affordable to this group. Housing Programs relating to conservation and rental assistance are designed to increase the suitability and affordability of existing units for very-low-income households. SAAG's Housing Needs Reports recognizes that "these households can be accommodated either by the existing stock or by units built to accommodate the projected need." (page 17).

TABLE 9-A
HOUSING CONSTRUCTION BY INCOME CATEGORY: SAAG HOUSING NEEDS REPORT AND DRAFT TURLOCK GENERAL PLAN OBJECTIVES

Income Category	SAAG Construction Needs, 1990-1997	Units Actually Constructed, 1990-1992	1992-1997 Needs	1992-1997 General Plan Objectives
Above Moderate and Moderate	3,278 (59%)	1,291 (77%)	1,987 (51%)	2,161 (54%)
Low Income	944 (17%)	309 (18%)	635 (16%)	1,640 (40%)
Very Low Income	1,333 (24%)	77 (5%)	1,256 (32%)	200 (5%)
Total Construction Needs	5,555 (100%)	1,677 (100%)	3,878 (100%)	4,001 (100%)

Sources: SAAG Housing Needs Report 1990-1997; City of Turlock Department of Community Development, Blayney Dyett Greenberg.

APPENDIX A

RESIDENTIAL GROWTH MANAGEMENT PROGRAM

9-2-2200ART. Residential Growth Management Program

9-2-2201. Purpose and objectives.

(a) **Purpose.** The purpose of this article is to adopt and implement a Residential Growth Management Program to augment the existing policies of the City of Turlock, as recorded in the general plan and related ordinances and resolutions, and thereby provide a method for responsible and informed residential development and urban residential expansion of the City.

(b) **Objectives.** This article has two objectives reflected as follows:

(1) One objective of this article is to promote the orderly and balanced residential construction within the City of Turlock by establishing a maximum annual allocation of building permits authorizing the construction of new single and multiple family residential dwellings.

(2) A further objective of this article is to promote the orderly expansion to the boundaries of the City of Turlock through the discretionary authority granted by the California Government Code and the Turlock Municipal Code by the approval of prezoning of unincorporated territory prior to the annexation process.

(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2202. Findings and goals.

(a) The City Council of the City of Turlock hereby finds and declares the following findings and goals are in the best interest of the City of Turlock to protect, preserve and promote the quality of life in the City by establishing control over the quality, distribution and rate of residential growth to:

(1) Promote the orderly development and expansion of the City;

(2) Ensure the balanced development of the City;

(3) Preserve the unique character of the community as identified in the August 1990, "Quality of Life Public Opinion" Poll, conducted by Godbe-Fries Communications. This unique character includes, but is not limited to, the small town atmosphere with friendly people, the physical location and proximity to desirable places, the quietness and peacefulness, the good job opportunities, the low crime rate, the good schools and the overall quality of life;

(4) Ensure the adequacy and quality of educational facilities and services for all residents;

(5) Ensure the adequacy and quality of recreation and park facilities and services for all residents of the City;

(6) Protect the open space of the City;

(7) Ensure the adequacy and quality of fire and police protection for all citizens;

(8) Maintain and ensure adequate water and sanitary sewer systems;

(9) Ensure that the traffic demands do not exceed the street capacity;

(10) Prevent deterioration in local air quality;

(11) Ensure a balance of housing types and values in the City which will accommodate a variety of families including families of very low, low, and moderate income and families on limited and/or fixed incomes;

(12) Provide and maintain an appropriate share of the regional need for housing;

(13) Due to the drought and in accordance with the California Constitution Article 10, Section 2 which mandates that all water shall be limited to such use that is reasonable and beneficial and that such shall not be wasted or utilized in an unreasonable method, that it would be a detriment to Turlock's local water conservation program to adopt any growth management plan which had an element that allowed or encouraged unlimited growth in any component, not including permits for those dwelling units excepted from this growth management program as listed in Sec. 9-2-2203 that are considered reasonable and beneficial as being either replacement or reconstruction of existing units, units of which local restriction is preempted by State law, and new senior-only units that traditionally are recognized as low-water uses.

(14) At this time, inclusionary affordable housing component of the Growth Management Plan should be removed.

(15) This proposed ordinance has been reviewed in accordance with the California Environmental Quality Act and the Turlock Municipal Code in regards to potential environmental impacts. A Negative Declaration (Finding of No Significant Impacts) has been prepared and posted for public review. Said

Negative Declaration was approved by the Turlock Planning Commission on March 26, 1991, and the Turlock City Council on March 26, 1991.

(b) As support and basis for the above-listed findings and goals, the City has undertaken or prepared the following studies during the 36 months preceding the adoption of this ordinance:

(1) A Policy Statement requiring all applications for annexation to complete a prezoning process adopted by the City Council on June 23, 1987.

(2) A detailed report outlining the Annexation Process presented to the City Council on February 2, 1988.

(3) A detailed report "Options Available To Limit Growth" presented to the City Manager on May 13, 1988.

(4) Resolution 89-90 To Limit Applications for Prezoning, General Plan Amendment and Subdivision of Property for Residential Purposes Outside the Existing City Limits, adopted by the City Council on May 9, 1989, and extended on June 12, 1990, and September 17, 1990.

(5) A Level of Public Service Study prepared by individual City departments during October and November, 1989, and presented to the Planning Commission and City Council regarding the impact of growth on the ability of the City to provide services, particularly public safety.

(6) A detailed report outlining the "Housing Units By Calendar Year" and "Summary Evaluation of Regional Housing Needs" prepared by City staff on January 12, 1990, and presented to the Planning Commission and City Council.

(7) A report to the City Manager prepared by the Community and Activities Commission on January 31, 1990, proposing a revision to the Turlock General Plan regarding Neighborhood Park Fee Recommendations.

(8) A report summarizing the General Plan Phasing and Implementation Mechanisms, Quality of Life Measures, Growth Control Mechanisms From Other Cities, and Census Statistics on Occupied Housing Units and Household Sizes prepared by City staff on March 1, 1990.

(9) Reports regarding "School Facilities Fees and Compliance Audit" prepared by the Turlock Joint High School District and the Turlock Joint Elementary School District in May 1990.

(10) A "Quality of Life" Public Opinion Poll conducted by Godbe-Fries Communications surveying residents of Turlock during August 1990.

(11) The "Water System Annual Report" prepared by the Turlock Utility Department on January 16, 1991.

(c) Turlock Municipal Code Section 9-2-2201 et seq. is consistent with the purpose, goals and objectives set forth and established by the Turlock General Plan, adopted January 24, 1984, and the subsequent amendments thereto which include, but are not limited to, the following excerpts:

II. LAND USE ELEMENT

C. GENERAL GOALS AND OBJECTIVES

The following community-wide land use goals are set forth for emphasis in land use management:

7. Promote a compact urban pattern for efficient use of land resources, efficient provision of municipal services, and protection of fringe area open space values.

(a) Contain all future urban service extensions and annexations within the designated "sphere of influence."

(b) Encourage new subdivisions (5 lots or more) in areas contiguous to existing urbanized areas, wherever possible, to prevent leap frog development.

(c) Coordinate municipal infrastructure improvement planning (CIP) closely with City land use policies.

8. Phase Turlock urban expansion and associated infrastructure improvements in a manner which minimizes community and environmental impacts.

10. Designate appropriate distributions, locations, and areas of land to meet current and future housing needs as identified in the HOUSING ELEMENT.

16. Promote a land use pattern and related development approval process which minimizes adverse fiscal impacts on the community.

V. OPEN SPACE & CONSERVATION ELEMENT

C. GENERAL GOALS AND OBJECTIVES

1. Conservation of Open Space

(b) Discourage premature and unnecessary conversion of open space land to urban uses. Adopt land use policies which promote contiguous development and urban infilling.

VIII. PUBLIC FACILITIES ELEMENT

C. GENERAL GOALS AND OBJECTIVES

1. Promote the orderly and efficient expansion of public facilities to adequately meet the domestic and economic needs of the community and to minimize adverse fiscal and environmental impacts.

2. Coordinate capital improvements planning for all municipal service infrastructure, including sewer and water systems in particular, with policies set forth in this plan with respect to the direction, extent, and timing of Turlock urbanization.

3. Establish equitable methods for minimizing public facility and service costs to the city associated with new development.

IX. COMMUNITY DESIGN & SCENIC ROADWAYS ELEMENT

C. GENERAL COMMUNITY DESIGN GOALS

3. Promote compact and efficient urban expansion by encouraging contiguous urban growth, an efficient urban service area configuration, and infilling of vacant internal areas, wherever possible, to prevent leap frog development.

(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2203. The promotion of orderly growth in Turlock: Effective date: Application: Exceptions.

(a) **Effective Date.** Turlock Municipal Code Section 9-2-2201 et seq. shall become effective on May 9, 1991.

(b) **Application.** Turlock Municipal Code Section 9-2-2201 shall apply to any and all residential dwellings requiring the issuance of a building permit on or after May 9, 1991.

(c) **Exceptions.** Turlock Municipal Code Section 9-2-2201 et seq. shall not apply to the following permit(s):

(1) Permits for the construction of replacement dwellings of substandard dwelling units.

(2) Permits for moving and relocating an existing dwelling unit located within the City of Turlock to another site or developable lot within the City.

(3) Permits for the construction of second-residential units ("granny flats") as defined by California Government Code and the Turlock Municipal Code.

(4) Permits or the construction of residential congregate care facilities and/or residential development projects that has been approved by the City of Turlock for occupancy exclusively by residents over 55 years of age (senior units).

(5) Permits for the construction of single family residential dwelling units in residential subdivisions that had a valid vesting tentative subdivision map approved by the City of Turlock prior to the effective date of this ordinance. This exception will remain valid only if the final subdivision map is approved by the City and recorded by the developer prior to the expiration of the valid vesting tentative subdivision map. If a subdivider or developer requests an extension to a vesting tentative subdivision map or an extension to the vested rights of a final subdivision map, then, as a condition of such extension by the City, all lots within said subdivi-sion or development will be subject to the building permit allocations contained in this ordinance.

(Ord. No. 726-CS, Enacted, 05/09/91; Ord. No. 737-CS, Amended, 06/11/91)

9-2-2204. The promotion of orderly growth in Turlock: Annual limitations on new residential development.

New residential development shall be limited in number in each calendar year to a number of new dwelling units not to exceed 5% of the total dwelling units certified for occupancy in the City of

Turlock according to the estimates provided by the California State Department of Finance as of January 1, 1990, which equals a total of 792 residential dwelling units.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2205. The promotion of orderly growth in Turlock: Annual limitations on new residential development: Establishment of limitations and application for permits.

(a) On the first regular work day in January of each calendar year, the Turlock Building Inspection Department shall post the maximum number of new residential dwelling units for which building permits may be issued by the Turlock Building Inspection Department during that respective calendar year, subject to this ordinance.

(b) In addition to any pending building permit applications carried over from the immediate prior calendar year, new applications for available building permits may be accepted on the first regular work day in January of each year, and each work day thereafter, throughout that calendar year, pursuant to permit availability as described in Section 9-2-2207(b).

(c) If within a particular calendar year building permits have been issued for all available residential dwelling units, then thereafter all remaining residential building permit applications shall be held until the next calendar years' residential building permit allocation becomes available for issuance by the Building Official, excepting the authority of the Building official to issue permits for available residential dwelling units carried over from a prior calendar year pursuant to Section 9-2-2208 of this chapter.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2206. The promotion of orderly growth in Turlock: Allocation between single family and multiple family residential entitlements.

(a) Based upon actual historic building permits issued by the City of Turlock for single and multiple family residential units, and the projected share of single and multiple family units to satisfy the regional housing needs of the City, Sixty-percent (60%) of the total number of eligible residential dwelling units shall be reserved for single family units, and forty-percent (40%) of the total number of eligible residential dwelling units shall be reserved for multiple family units.

(b) Any multiple family residential project may receive a building permit allowing construction of up to and including twenty-five percent (25%) of the total multiple family units reserved for multiple family residential dwellings within that respective calendar year.

(c) No single individual, developer, builder, corporation, or other similar entity may receive building permits for more than twenty-five percent (25%) of the total single family units available within that respective calendar year, excepting any available permits carried over from a prior calendar year and which may be issued by the Building Official pursuant to Section 9-2-2208.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2206.1. The promotion of orderly growth in Turlock: Residential development entitlements reserved for affordable residential dwelling units.

(a) Not less than 15% of the total number of new residential dwelling units for which building permits may be issued within each calendar year pursuant to this ordinance shall be reserved by the City of Turlock for issuance to allow the construction of single family or multiple family residential dwelling units that meet at least one of the following criteria:

(1) Single family residential dwelling units (including attached and detached units) that are available for ownership by lower-income or very low-income households, pursuant to Section 9-2-2206.2; or,

(2) Multiple family residential dwelling units that are available for rent or lease by lower-income or very low-income households, pursuant to Section 9-2-2206.2.

(b) The income categories referenced above and as used in this chapter
shall mean the same as those similar income categories as defined in the California Government Code and which are adjusted annually by the State Department of Housing and Community Development.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2206.2. The promotion of orderly growth in Turlock: Application requirements for qualifying affordable residential dwelling units.

(a) In addition to the income requirements for occupants, tenants, and/or owners of the affordable units as described in Section 9-2-2206.1 above, in order to obtain residential building permits for qualifying Affordable Single or Multiple Family Residential Dwelling Unit(s) as described in this chapter, the developer, subdivider, applicant, or other individual, entity, or corporation proposing to construct such Affordable Units shall first make application for, and receive approval from the City Council, of a development agreement with the City of Turlock.

(b) The terms of the development agreement shall include, but not be limited to, the requirement that the qualifying Affordable Residential Dwelling Unit(s) shall offer the same affordability opportunities to subsequent income qualifying households for a period of not less than thirty (30) years, or as may be extended by the City Council of the City of Turlock.

(c) The application for a development agreement shall be in a form as specified by the City of Turlock which shall include the payment of applicable processing fees as established by Council Resolution which may be amended from time to time.

(d) After full execution and recordation of the applicable development agreement, the building permits reserved for those qualifying Affordable Residential Dwelling Units may be issued by the Building Official for that specific development project or unit.

(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2207. The promotion of orderly growth in Turlock: Award of residential development limitations.

(a) The City Building Official may authorize the issuance of new building permits for residential dwelling units permitted herein throughout the calendar year on a basis of first approved, first entitled. Except for building permits for those residential dwelling units not subject to this ordinance, pursuant to Turlock Municipal Code Section 9-2-2203, or any approved carry-overs, pursuant to Turlock Municipal Code Section 9-2-2208, the Building official shall not authorize or issue any permits allowing for construction of residential dwellings in excess of the maximum number of units established for that calendar year.

(b) When all the building permits available within each calendar year for either single-family residential dwelling units, multiple-family residential dwelling units, or qualifying "affordable residential" dwelling units have been issued by the Building Official for that particular calendar year, then thereafter; all other applicable building permit applications that have been previously submitted to the City Building Inspection Department and accepted as complete, but not yet issued, shall be held by the City and be those permits first eligible to be issued in the beginning of the next calendar year when new building permit allocations become available.

(c) After that date within each calendar year that all available building permits within each respective category above have been issued, no new applications for building permits for those respective residential dwelling unit types will be accepted throughout the remainder of that calendar year.

(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2208. The promotion of orderly growth in Turlock: Unused residential development entitlements: Carry-over.

(a) Following the issuance of building permits for all single-family residential units permitted within that respective calendar year pursuant to this Chapter, the Building official may then award building permits utilizing any unused and/or unallocated single-family dwelling units that were carried over from the immediate prior year unit allocation to any qualifying single family development.

(b) Following the issuance of building permits for all multiple family residential units permitted within that respective calendar year pursuant to this Chapter, the Building Official may then award building permits utilizing any unused and/or unallocated multi-family dwelling units that were carried over from the immediate prior year unit allocation to any qualifying multiple family project.

(c) Following the issuance of building permits for all qualifying "Affordable Residential" dwelling

units as described herein within that respective calendar year pursuant to this Chapter, the Building Official may then issue building permits utilizing any unused and/or unallocated "Affordable Residential" dwelling units that were carried over from the immediate prior year unit allocation to any qualifying "Affordable Residential" development project.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2209. The promotion of orderly growth in Turlock: Urgency allocation adjustment.

The City of Turlock reserves the right to make final (or modified) allocations of building permits based on factors which may be determined necessary to protect the public health, safety and welfare of Turlock and its residents.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2210. The promotion of orderly growth in Turlock: Non-transferability of residential building permits.

The residential building permits issued by the Building Official under the requirements of this chapter shall run only with the specific parcel and structure originally issued for and may not be sold, traded, transferred and/or assigned by a permittee to any other applicant, entity, corporation, or individual for construction on another parcel or for another structure than originally approved. Extensions of any valid building permits and the accompanying allocation may be granted by the Building Official pursuant to the authority of the currently adopted edition of the Uniform Building Code.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2211. The promotion of orderly expansion to the City of Turlock: Application: Exceptions.

The standards established in Turlock Municipal Code Section 9-2-2213 and process contained in this section shall not be applicable to the following types of annexation proposals to the City of Turlock:

(a) Publicly-owned Lands and/or Facilities.

(b) Lands designated as "Industrial" and "Commercial" according to the "Land Use Element" of the Turlock Area General Plan.

(c) Lands within unincorporated portions of Stanislaus County which are totally bounded by the Turlock corporate limits (unincorporated islands).

(d) Annexations initiated by the Turlock City Council.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2212. The promotion of orderly expansion to the City of Turlock: Quality of life criteria for approval of residential growth and expansion of City territory.

(a) Each application submitted to the City of Turlock proposing prezoning and annexation of unincorporated territory shall be reviewed pursuant to the following application criteria:

(1) **Orderly and contiguous development.**

(i) Is the territory proposed for annexation adjacent to existing urban limits of Turlock?

(ii) Is the territory located within the primary sphere of influence area of the City of Turlock or within Areas A or B of the North Area Plan Phasing Diagram as shown in the Turlock General Plan (GPA #86-06)? A single parcel in which more than fifty percent (50%) of the land area is located within the primary sphere of influence or Areas A or B of the North Area Plan Phasing Diagram described above shall be considered to be located within the primary sphere or Areas A or B, respectively.

(iii) Is the development proposed for the unincorporated territory consistent with the land use designations contained within the Turlock Area General Plan?

(2) **Educational facilities.** Has the proposed residential development fully mitigated all potential impacts to the Turlock School Districts.

(3) **Parks and Recreation Facilities.** Does the proposal include full mitigation of impacts on parks and recreation needs by either land dedication and development or by payment of in lieu development fees at a standard consistent with the Turlock General Plan.

(4) **Public Safety Facilities.** Does the proposal include full mitigation of impacts to police and fire services including analysis of emergency (CODE I) response times or other innovative techniques.

(5) Public Infrastructure Facilities.

(i) Does the proposal include full mitigation of impacts to needed public infrastructure both on-site and along the project frontage which serve the proposed development without the need for the City to provide supplemental facilities.

(ii) Does the proposal have the capability to fully mitigate the city-wide impacts associated with it's development through the payment of applicable Capital Facility Fees.

(iii) Does the proposal include full mitigation that will not worsen the LOS (Level of Service) at any intersection or along any roadway serving or affected by the project (computed for weekday peak hour at full buildout/occupancy) to an unacceptable level.

(b) If the proposed prezone and annexation application does not meet all of the quality of life criteria referenced above, the application shall be considered as premature and shall be rejected by the Community Development Department staff.

(Ord. No. 726-CS, Enacted, 05/09/91; Ord. No. 764-CS, Amended, 02/27/92)

9-2-2213. The promotion of orderly expansion to the City of Turlock: Consideration of territory within secondary sphere of influence.

(a) If the territory proposed for annexation does not meet the above standard regarding location within the primary sphere of influence, the applicant has the opportunity to apply for an amendment to the primary sphere of influence line. No applications for prezone or annexation shall be accepted and processed until the City of Turlock has endorsed such a sphere amendment request and Stanislaus County LAFCO has approved said amendment.

(b) In considering requests to amend the primary sphere of influence line, the City of Turlock shall be guided by the following standards:

(1) The inventory of available land located within the primary area of influence that has not received prezone approval and/or annexed to the City is less than 500 acres.

(2) The Turlock City Council, upon recommendation from the Planning Commission, adopts findings that a particular request for an amendment to the primary sphere of influence line is necessary for the protection of the public welfare; furthers the goals and policies of the Turlock Area General Plan; and, is consistent with the intent of this growth management program.

(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2214. The promotion of orderly expansion to the City of Turlock: Development agreement requirements.

(a) A development agreement may be required for consideration in conjunction with the review of a prezone and annexation proposal when determined appropriate by the City.

(b) The application for a development agreement shall be in a form as specified by the City of Turlock, including the payment of processing fees as established by Council Resolution which may be amended from time to time.

(Ord. No. 726-CS, Enacted, 05/09/91; Ord. No. 764-CS, Amended, 02/27/92)

9-2-2215. Annual report to City Council and sunset clause.

(a) In order for the Turlock City Council to determine the need to continue, modify or repeal this Article prior to its expiration date as provided in (b) below, the Community Development Director and Building Official will submit a report on January 26, 1993, and annually thereafter. Such report shall include but is not limited to:

(1) the number and type of building permits issued for residential dwelling units during each calendar year, or part thereof,

(2) the comparison between the ratio of single family and multiple family residential dwelling units, including an analysis with the mandated ratios contained in this ordinance,

(3) an analysis of those building permits reserved for affordable residential dwelling units as described herein,,

(4) the status of meeting the recommended regional housing needs goals for Turlock,

(5) the status of findings herein as they relate to efforts to preserve and promote the quality of life issues,

(6) relationship to reports and/or efforts by the Turlock Utility Department regarding the

quantity and/or quality of the community's water supply, and

(7) a summary of comments filed with the City regarding issues related to growth and the implementation of this growth management program.

(b) This Article shall expire by its own terms as of December 31, 1996, unless extended by ordinance of the Turlock City Council.
(Ord. No. 726-CS, Enacted, 05/09/91)

9-2-2300ART. Development Agreements

9-2-2301. Short title.

This chapter may be referred to as the "Development Agreement Law of the City of Turlock."
(Ord. No. 731-CS, Enacted, 06/27/91)

9-2-2302. Authority and purpose.

This chapter is adopted pursuant to the provisions of Sections 65864 through 65869.5 of the California Government Code. The purpose of adopting this chapter is to establish procedures and requirements for the consideration of development agreements in conjunction with specific development plans.
(Ord. No. 731-CS, Enacted, 06/27/91)

9-2-2303. Forms and information.

(a) The Department of Community Development shall prescribe the form for each application, notice, and document provided for or required by this chapter for the preparation and implementation of development agreements.

(b) The Department of Community Development may require an applicant to submit such information and supporting data as the Department of Community Development considers necessary to process the application.
(Ord. No. 731-CS, Enacted, 06/27/91)

9-2-2304. Qualifications of applicants.

(a) Only a qualified applicant may file an application to enter into a development agreement. A qualified applicant is a person who has legal or equitable interest in the real property which is the subject of the development agreement, and an applicant includes an authorized agent.

(b) The Community Development Director may require an applicant to submit proof of his or here legal or equitable interest in the real property and of the authority of the agent to act for the applicant. Before processing the application, the Community Development Director may obtain the opinion of the City Attorney as to the sufficiency of the applicant's interest in the real property to enter into the agreement. The Community Development Director may require the applicant to submit a preliminary title report.
(Ord. No. 731-CS, Enacted, 06/27/91)

9-2-2305. Form of development agreement.

Each application to enter into a development agreement shall be accompanied by the form of standard development agreement established by the City and approved by the Council with such additional alternatives or modifications or changes as may be proposed by the applicant. Such alterations or modifications or changes as proposed by the applicant are not binding on the City and may or may not be approved for inclusion by the City Council.
(Ord. No. 731-CS, Enacted, 06/27/91)

9-2-2306. Duty to give notice.

The Department of Community Development shall give notice of the City's intention to consider the adoption of a development agreement in conjunction with any other public hearing required by State law or this chapter at least ten (10) days prior to the hearing date.

(a) **Form of notice.** The form of the notice of intention to consider the adoption of a development agreement shall contain:

(1) The time and place of the hearing;

(2) A general explanation of the matter to considered, including a general description of the area; and

(3) Other information required by specific provisions of this chapter or which the Department of Community Development considers necessary or desirable.

(b) **Time and manner of notice.** The time and manner of giving notice shall be by both:

APPENDIX B

1992 RESIDENTIAL GROWTH MANAGEMENT REPORT

ANNUAL HOUSING REPORT

RESIDENTIAL GROWTH MANAGEMENT PROGRAM
1992 ANNUAL REPORT

TO: TURLOCK CITY COUNCIL

FROM: COMMUNITY DEVELOPMENT DEPARTMENT

Pursuant to the Residential Growth Management Program, adopted by the City Council on April 9, 1991, the Community Development Director and Building Official are required to submit an annual report to the City Council on January 26, 1993, and annually thereafter. The contents of the report shall be as follows:

1) Number and type of building permits issued.

The City has issued a total of 505 building permits for residential dwelling units since April, 1991 with a breakdown of building permits as follows:

		1991	1992	
Single Family		230	222	89.5%
Multi Family		35	18	10.5%
TOTALS	505	265	240	100%

While the above percentages do not reflect the historical residential mix of approximately 60% single family and 40% multi family identified in the ordinance, it is reflective of the overall macroeconomic downturn in the building industry. The Growth Management Program provides for a one (1) year carry-over of unallocated building permits from the previous year. These unallocated building permits may not be issued until all building permits for the current year are allocated. For calendar year 1993 there will be a carry-over of building permits as follows:

Single Family Market Rate	182
Multi Family Market Rate	252
Single Family Affordable	71
Multi Family Affordable	47
TOTAL CARRY-OVER FOR 1993	552

2) A comparison between the ratio of building permits for single and multiple family dwellings

In 1991 thirty-five (35) of the total 265 building permits issued (starting 4-9-91) for new residential construction were for market rate multi-family dwelling units. Two hundred and thirty (235) building permits were issued for the construction of market rate single-family dwelling units. Market rate multi-family units accounted for approximately 13.2% of all new residential units or a ratio of approximately 7.5 single-family units for every multi-family unit constructed (7.5:1). No building permits were issued for affordable/below market rate residential construction in 1991.

In 1992 eighteen (18) of the total 240 building permits issued for new residential construction were for market rate multi-family dwelling units. Two hundred and twenty-two (222) building permits were issued for the construction of market rate single-family dwelling units. Market rate multi-family units accounted for approximately 7.5% of all new residential units or a ratio of approximately 13.3 single-family units for every multi-family unit constructed (13.3:1). No building permits were issued for affordable/below market rate residential construction in 1992.

In calendar years 1991 and 1992 the number of building permits issued for the construction of multi-family units has fallen far short of the targeted 40% reserved in the adopted Residential Growth Management Program. It is important to note, however, that target figures included in the Growth Management Program depend upon the maximum allocation of building permits (792) being issued.

3) Analysis of building permits reserved for affordable housing

Fifteen percent (15%) of the total number of building permits issued are reserved for affordable/below market rate housing projects or a maximum of 118 permits per annum. As previously stated, no building permits have been issued for affordable/below market rate residential housing in calendar years 1991 and 1992. This can partially be attributed to the downturn in the economy at the local, state and national levels.

4) Status of meeting recommended regional housing needs

California Government Code Section 65584 requires councils of governments to determine existing and projected regional housing needs and to provide affected cities and counties with detailed information concerning the basis for allocating shares of the regional housing need among local jurisdictions. The Stanislaus Area Association of Governments (SAAG), as our county council of governments, is required to determine city and county shares of projected regional housing needs.

SAAG is required to estimate household income levels and take this into account in defining each locality's share of the regional housing need. This was done using levels commonly applied by Federal, State and other agencies. These levels are defined as **VERY LOW** (50% of median income, adjusted for household size); **LOW** (51-80% of median income); **MODERATE** (81-120% of median income); and **ABOVE MODERATE** (above 120%). The 1992 median income for Stanislaus County, as determined by the Department of Housing and Urban Development, is $34,500 for a family of four.

Based upon the above referenced percentages, the 1990-1997 Basic Construction Needs (needed increase in available housing) for each jurisdiction was divided among the income categories. The resulting numbers indicate the total number of units that should be available for occupancy in the four income levels for the City of Turlock for the period 1990-1997 and the number of units actually constructed. (NOTE: moderate and above moderate income groups have been combined in the following chart.) The City has added a total of 1677 residential dwelling units since 1990 with a breakdown of building permits as follows:

	SAAG CONSTRUCTION NEEDS, 1990-1997	UNITS ACTUALLY CONSTRUCTED 1990-1992
VERY LOW INCOME	1,333 (24%)	77 (5%)
LOW INCOME	944 (17%)	309 (18%)
MODERATE AND ABOVE MODERATE	3,278 (59%)	1,291 (77%)

While the above percentages do not reflect the historical residential mix of approximately 60% single family and 40% multi family for the City of Turlock, the recession can be surmised as the primary reason for the lack of building permits of any kind issued in Turlock during the past two years. It has not been necessary for developers to request the reserved affordable/below market rate building permits, as the quota for market rate building permits has not been exceeded.

There has been, however, an encouraging amount of rehabilitation of affordable dwelling units, which has expanded the stock of affordable housing in Turlock. In addition there have been a number of important actions undertaken in 1992 to address the issues of affordable housing in Turlock.

The Housing Division granted loans for the rehabilitation of 39 units in 1992. While these funds were granted to existing units vis-a-vie new units, overall there has been an increase in the stock of affordable housing within Turlock. Rehabilitation tends to help older, more affordable units from falling into an unsafe state of disrepair and thus inhabitable as affordable housing.

The Housing Division of the Community Development Department has recently applied for the Home Investment Partnership Program (HOME) administrated by the Department of Housing and Urban Development. This is a competitive grant from which the department hopes to receive $1,000,000. These funds will be used for the rehabilitation of existing housing stock and to implement a first-time homebuyers assistance program. This should prove a significant boost to affordable housing within Turlock.

Habitat For Humanity, a non-profit housing organization, recently received approval to rehabilitate six dwelling units on First Street. The Planning Department has been actively helping the group to minimize the regulatory obstacles in terms of governmental constraints which might hinder completion of the project. This year a time extension to the original conditional use permit for the rehabilitation of six substandard units and a variance to the minimum lot size were granted by the Planning Commission. Together these two actions effectively allow a higher density of development than usually permitted, rendering the properties more affordable. Habitat for Humanity is also requesting that developer fees be waived for the project. This request will be forwarded to the City Council for consideration at a later date.

The November, 1992 ballot contained a measure for the Article 34 Referendum, which was overwhelmingly passed by the voters of Turlock, and permits the County Housing Authority to construct public housing within Turlock.

The Turlock Affordable Housing Task Force, in cooperation with the Housing Division has worked hard to establish a Housing Trust Fund. This recommendation has been approved by the City Council and an Implementation Plan is currently being prepared.

Finally, once the establishment of a Redevelopment project Area is approved by City Council and becomes effective, 20% of the tax increment increase in the Project Area will be available for addressing the housing needs of low-income families and individuals.

5) Quality of life issues

All pending residential development projects have been evaluated by the criteria established in the Growth Management Program and meet or exceed the requirements for:

1) Orderly and Contiguous Development
2) Educational Facilities
3) Parks and Recreation Facilities
4) Public Safety Facilities
5) Public Infrastructure Facilities

In addition, the fiscal impact analysis on the City General Fund for the various

projects is currently underway and will be available to the Council for informational purposes prior to consideration of the projects.

6) Water supply issues

Please refer to the attached report dated 1/14/93 from the Utilities Director regarding the Surface Water Project which details the water supply issues both currently and historically.

7) Public comments received regarding the growth management program.

None received.

Section 4
Public Facilities and Services Element

Although not required by State law, this section of the Plan integrates text and policies about the provision of different public facilities and services in Turlock. The close relationship between schools, parks, and recreation is highlighted.

4.1 PARKS AND RECREATIONAL OPEN SPACE

Park and recreation facilities rank high on the list of concerns for Turlock residents; they were among the top five issues identified at the General Plan kick-off meetings. The provision of open space and development of new parks also found strong support in the public opinion survey conducted as part of the Plan revision process.

This section contains policies for parks, golf courses, and recreational links and corridors. It fulfills State requirements for addressing issues related to open space for outdoor recreation.

The General Plan Diagram indicates the size and location of park and recreation facilities. Figure 4–1 distinguishes these as existing or planned for future development as of 1992. Locations of proposed facilities are generalized; appropriate sites in the vicinity of the depicted locations may be approved without amending the General Plan.

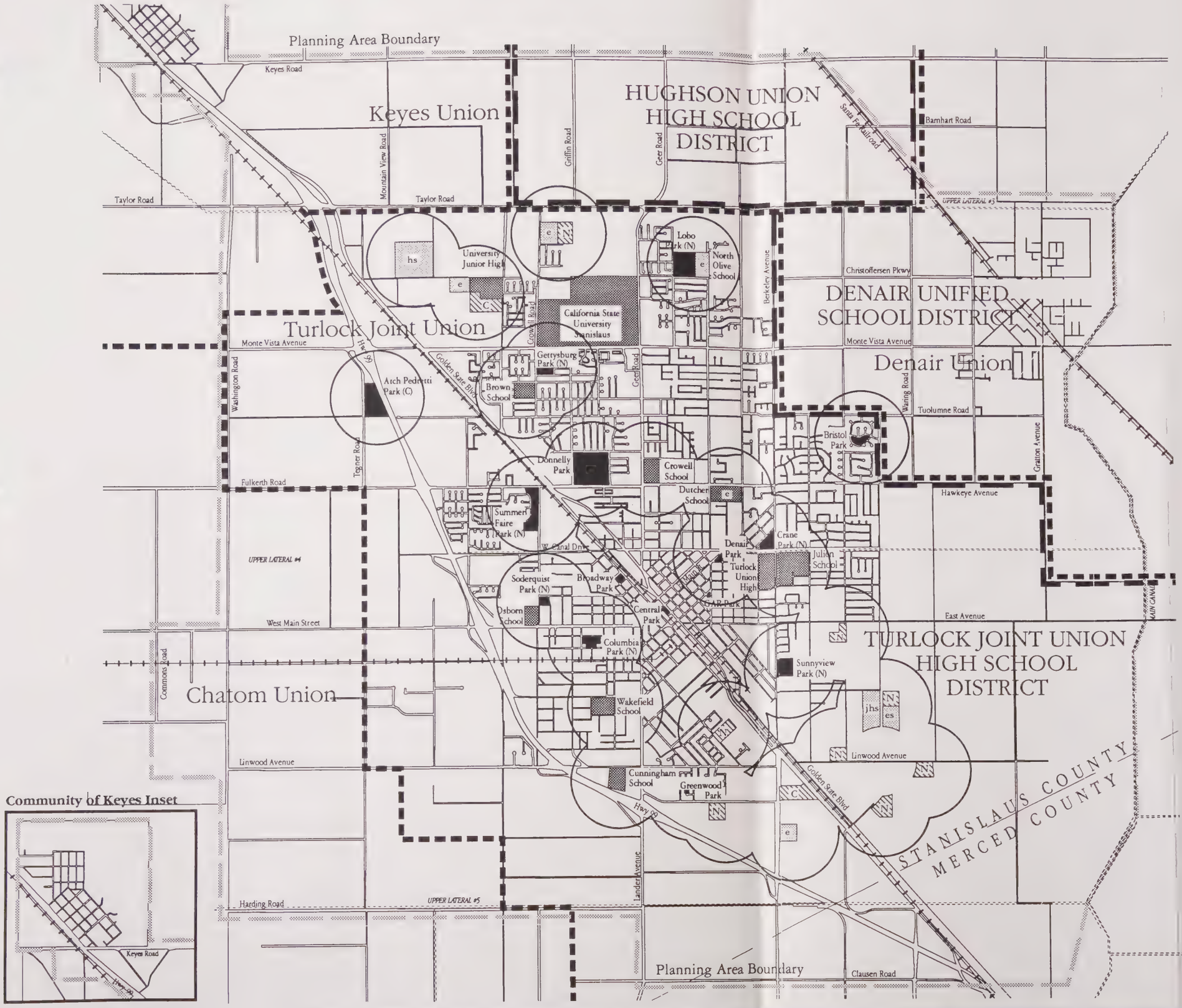
Some of the most visible physical features of a community are its public outdoor parks and community recreation programs. These provide an important opportunity for residents to enjoy recreational opportunities that enhance their physical health and well-being. In fact, public parks and recreation programs contribute greatly towards establishing the community's "quality of life." In responding to the City's Public Opinion Survey conducted in August 1990, those residents polled placed considerable emphasis on the desirability of parks and recreation facilities. Within the general category of important issues facing the City, residents identified four specific issues related to this topic that they felt the City should be doing more of: preserving more community open space, developing more recreation facilities, developing more neighborhood parks, and providing more youth activities.

As of 1992, responsibility for park and recreation activities in Turlock falls between two separately administered City departments. The maintenance of all City-owned landscaped areas, including parks, street medians, and parkway strips, and other open space lands is administered through the Grounds Division of the City Manager's Office. All recreation programs sponsored by the City, the renting and maintenance of all public buildings and the reservation of all City parks is administered by the Department of Community Activities and Facilities (DCAF). The Department of Community Activities and Facilities has maintenance responsibility for the regional softball field and facility at Atch Pedretti Park.

This separation of responsibilities is confusing to City residents and results in the duplication of certain administrative functions. Further, a lack of consistent management philosophy can lead to conflicting priorities between two separate departments. For instance, efforts by the Department of Community Activities and Facilities seeking grants for the acquisition and development of additional park lands may not be shared by the staff within the Grounds Division of the City Manager's Office who only see the additional maintenance liability that will result. In addition, there appears to be little coordination between the two departments in regard to the monitoring and administration of park development funds.

Meeting the demands of enhancing a community's park and recreation opportunities requires a wide range of actions including park land acquisition and development; facility design, construction, and management; program and facility financing and administration; and ongoing facility maintenance and upkeep. In order to achieve a successful parks and recreation operation, a community must be willing to make a serious commitment to all of these separate responsibilities. An important step the City must consider is to make the Department of Community Activities and Facilities a full-function parks and recreation department.

Implementing Policy 4.1-t calls for creation of a parks and recreation department that is responsible for all related functions, and for revising the charge of the existing Community Activities and Facilities Commission to make it a full-function Parks and Recreation Commission. Creation of the new department is intended to make parks and recreation operations



Parks & Schools

Figure 4-1

Parks

Existing - As of 1992

Future

(N) = Neighborhood Park
(C) = Community Park

Schools

Existing - As of 1992

Future

e = elementary
jhs = junior high school
hs = high school

3/8 Mile Service Radius for Parks 4 acres or Larger

Elementary School District Boundary

High School District Boundary

Name Elementary School District

NAME High School District

Source: Turlock School Districts;
Turlock Department of Community Activities and Facilities

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

more efficient, to make the City's organizational structure more easily understood by its residents, and to emphasize the importance of the full range of park and recreation functions.

INVENTORY AND CLASSIFICATION

Turlock's park system embraces a wide variety of community, neighborhood, pocket, and neighborhood-school parks. Several parks also serve as water detention basins. There are no designated regional or city parks. Existing parks are inventoried in Table 4.1–A. Existing and planned park and recreation facilities are classified into the following categories.

Neighborhood Parks. This classification consists of parks or playgrounds devoted primarily to serving a small portion of the City. Park facilities are usually oriented toward the recreational needs of children, but may also include volleyball courts, half-size basketball courts, and picnic and play areas that serve all age groups. No restrooms or off-street parking need be provided. Neighborhood parks should be located along arterial or collector streets. Existing neighborhood parks are in the 1.8 – 15.0 acre range; planned parks are sized from 6 to 12 acres depending on needs of the neighborhood in which they are located. Pocket parks are also included in this classification; no special size or location standards are specified.

Neighborhood School Parks. This classification consists of parks or playgrounds built adjacent to but separate from educational facilities. A school park provides for neighborhood recreation as well as the needs of the adjacent educational facilities. Existing school parks are available for community use under a joint agreement between the City and the Turlock school districts. Planned neighborhood school parks are programmed at a size of eight acres each.

Community Parks. Community parks serve all ages and may include facilities for low-intensity/passive recreation use, lighted fields, courts, swimming pools, and areas and buildings for community festivals and civic events, as well as for organized sport and athletic competitions.

Generally restrooms and some off-street parking are provided. While community parks serve larger areas of the City than do neighborhood parks, they often also fulfill a neighborhood function. Ideally, community parks should be located along arterial streets, though a location along collector streets is also acceptable. Existing community parks range in size from 20.7 – 38.7 acres. Planned community parks are programmed in the 18 – 35 acre range.

STANDARDS

Park standards ensure that adequate open space for recreational use will be available as the City grows. The General Plan establishes distribution, size and service area standards for neighborhood and community parks. Standards for neighborhood school parks are subsumed within the neighborhood park category.

Distribution. The General Plan establishes a citywide standard of 4.2 acres of public parks per 1,000 residents. This is to be distributed as follows:

Neighborhood Parks	2.1 acres per 1,000 residents
Community Parks	2.1 acres per 1,000 residents

Park Size. The following standards are established for all new parks:

Neighborhood Park	8–10 acres
Community Park	18–40 acres

Service Area. Service area is the territory within which recreational needs are served by a park, represented by a circle around parks in Figure 4–1.

Neighborhood Parks	0.375 miles
Community Parks	1.0–1.5 miles

TABLE 4.1–A
PARK INVENTORY AS OF 1990

Park Classification[1]	Area in net acres
COMMUNITY PARKS	
Donnelly	38.7
Pedretti	20.7
TOTAL COMMUNITY PARKS	59.4
Acres/1,000 pop[2]	1.4
NEIGHBORHOOD PARKS	
Soderquist	2.3
Broadway	1.8
Columbia	4.6
Sunnyview	10.1
Gettysburg	5.0
Lobo	15.0
Bristol	4.0
Summer Faire	10.0
Central	0.5
Crane	7.7
G.A.R.	0.2
Denair	0.7
Greenwood	0.3
SCHOOL PARKS	
Wakefield Elementary	4.0
Osborn Elementary	5.0
Cunningham Elementary	4.0
Brown Elementary	5.0
Crowell Elementary	6.0
Julien Elementary	5.0
Dutcher Elementary	6.0
Turlock High	10.0
CSUS	5.0
New Elementary	4.0
New Junior High	8.0
TOTAL NEIGHBORHOOD PARKS	124.2
Acres/1,000 pop	2.8
TOTAL PARK ACREAGE	183.6
Total acres/1,000 pop	4.2

[1]Park classification by the Department of Community Activities and Facilities.
[2]For a population of 43,893—January 1991 population estimate for Turlock by the State Department of Finance.

Source: Department of Community Activities and Facilities, June 1991.

FUTURE NEED

Neighborhood and Community Parks. Need for future neighborhood and community parks is determined by applying distribution standards to the buildout population (See Table 4.1–B). Deduction of existing facilities from the overall future need provides the additional net acreage needed; proposed neighborhood parks closely match this need while the table reflects the need for identification of additional community park sites.

Acquisition of land at reasonable costs is an important aspect of a successful parkland program. Typically, not enough attention has been given by the City for parkland acquisition until an area is developing or development and land prices have dramatically escalated.

The Plan includes two new community parks sized to reflect the population added in the different areas. A 35-acre community park site is needed in the east and southeast quadrant of the City. Eight new neighborhood parks are also planned. The size and location of the parks is reflected on Figure 4–1.

TABLE 4.1-B
PROVISION OF FUTURE PARKS

	Neighborhood	Community
Future Park Need at 2.1 acres/1,000 Residents each for Neighborhood and Community Parks	184	184
Existing (1992) Acreage	123	60
Net Acres Needed	61	124
Acreage Proposed	89	52

Note: Park acreage excludes proposed municipal golf course and linear recreation facilities along the canal right-of-way.

Source: Blayney Dyett Greenberg.

Golf Course. The National Recreation and Park Association recommends a nine-hole standard golf course for every 25,000 residents. The City's own studies confirm a present demand for at least one course. In 1987, the Activities and Facilities Commission completed a study of "The Need For A Municipal Golf Course In Turlock" which was accepted by the City Council on January 26, 1988. The study evaluated the need for a golf course, specific facilities recommended to support a golf course, and methods for financing development. The study produced the following findings:

- There is currently an inadequate number of public and private golf facilities to support the existing recreational need in Stanislaus County.
- Growth in the region will further impact the availability of the existing golf facilities.
- The Turlock area does not have a low-cost, nearby, 18-hole golf course.
- A municipal golf course could be developed as a multi-use recreational facility to include storm drainage detention basins, softball/baseball complexes, tennis courts, playgrounds, swimming pools, meeting rooms and banquet facilities, and other compatible recreational uses.
- Approximately 180 to 200 acres will be needed to support an 18-hole golf course and ancillary facilities.
- Financing methods such as bonds, municipal/private joint ventures, and leaseback options are available to provide for development of a golf course.

The study concluded that an 18-hole municipal golf course is needed to serve the Turlock General Plan Area. The General Plan diagram does not propose any specific location for a golf course site, although a number of potential sites have been tentatively discussed. If planned appropriately, a large golf course site can be designed as part of a larger city park.

Guiding Policies

4.1-a Develop a high quality, diversified public park system that provides a variety of recreational opportunities for all City residents.

4.1-b Explore mechanisms to increase the per capita park acreage.

4.1-c Identify the needs of special user groups, such as the disabled and elderly, and address these in the design and development of park and recreation facilities.

4.1-d Minimize substitution of private recreation facilities for developer fee payment or park dedication to ensure that a public park system will be permanently available to the entire community.

4.1-e Review park standards periodically to ensure that needs are being met.

4.1-f Continue cooperative efforts with the Turlock school district through joint use agreements for park and recreational facilities. Locate new neighborhood parks in conjunction with elementary or junior high schools wherever feasible.

Although school parks are not available for public use at all times and do not contain complete park facilities, substantial cost savings justify shared use.

4.1-g Explore a more equitable distribution of the cost of improved park standards between existing and new residents, businesses, and property owners.

Implementing Policies

4.1-h Examine the present organizational arrangement of park and recreation facility management and maintenance to enhance these relationships including park planning, programming, design and facility acquisition to reflect the heightened importance of parks and recreation to the City.

Park functions are now divided between the Grounds Division of the City Manager's Office and the Department of Community Activities and Facilities, leading to dispersed responsibilities and making it difficult for members of the public to understand who to contact with concerns, questions, or ideas.

4.1-i Provide 4.2 acres of public neighborhood and community parks per 1,000 residents. This standard excludes detention basins used solely for drainage purposes and the proposed golf course, but includes parks jointly used by schools and the community.

4.1-j Calculate park fees to enable purchase of acreage and provision of off-site park improvements for 4.2 acres of park land per 1,000 residents added and require payment of these fees and/or land deduction as a condition of all new residential development.

California Government Code Section 66477 (Quimby Act) allows the City to require dedication or payment of in-lieu fees sufficient to buy and provide off-site improvements for a maximum of 3 acres per 1,000 new residents; if the amount of existing parks exceed this limit, then the existing amount, up to a maximum of 5 acres per 1,000 residents, may be adopted as the standard. Fees, even if updated annually, are rarely sufficient; appraisals at the time a final subdivision map is recorded are authorized by the law.

Chapter 7 (Dedications and Reservations) and Chapter 13 (Park Fees of Title 11, Subdivisions) of the Turlock Municipal Code will be amended to reflect the new standard.

4.1-k Undertake efforts to increase the existing standard for park acreage per 1,000 residents from 4.2 to 5.0. Update park standards and dedication requirements periodically to reflect the increased standard.

The City is unable to collect fees for the maximum park acreage permitted under State law because the acreage in 1992 does not meet that standard. An addition of approximately 36 acres to the existing (1992) park system is required to bring the City's park acreage to 5.0 acres per 1,000 residents; the additional acreage needed to meet the standard will increase with continued growth. The City should consider special one-time efforts to increase the existing park acreage. See also policy 4.1-r.

4.1-l Consider levying a parks and recreation fee on nonresidential development commensurate with expected use of such facilities by employees of the non-residential developments.

Many California cities collect such fees. This funding mechanism can be used to provide recreation facilities in industrial areas.

4.1-m Where suitable land is available at acceptable cost, provide all residential areas with a neighborhood/community park (eight or more acres where available).

Park locations have been selected to accommodate almost all new residences within a seven-minute walking distance of a park; a majority are much closer. Provision of parking at neighborhood parks will not be necessary.

Neighborhood and Community Parks should generally not be smaller than the standards set forth earlier in this section. Small parks are expensive to maintain and are unable to adequately support the full range of desired facilities.

4.1-n Locate public parks in visible and accessible locations, in accordance with location criteria specified in Section 4.1.

Bristol Park, located along a winding local street, is not very accessible to residents other than its immediate neighbors, not fulfilling its designated function as a neighborhood park.

4.1-o Use available techniques to minimize acquisition costs.

The sale of land at prices below appraised market value ("bargain sale") to a non-profit land trust that re-sells to the City can provide tax savings to the seller.

4.1-p Acquire park sites promptly after collection of fees.

Delay in acquisition diminishes the purchasing power of available funds. Non-availability of maintenance funds should not be a reason to delay park acquisitions.

4.1-q Continue to study potential sites and opportunities to develop a public golf course at an appropriate location in order to meet this community need.

Given National Recreation and Park Association standards that call for a nine-hole golf course for every 25,000 residents, demand for at least one golf course is assured. Though there has been interest in developing a golf course for many years, the lack of start-up financing has prevented site acquisition.

Since the golf course will serve both future and present residents, the City could consider phased development of a city park that would include a golf course along with other recreation facilities. Provision of such a community-wide facility will improve the existing park acreage (see Policy 4.1-k); future development could be required to pay a fair share of expansion and improvements, subject to the maximum permitted by State law.

4.1-r Prepare and adopt a Parks, Recreation, and Open Space Master Plan.

Development of this Master Plan shall include analysis of the community value and desire regarding the present 50/50 split between neighborhood and community parks including recreational uses and purposes of each. The Master Plan should also specify in greater detail park improvement standards and costs estimates, a facility prioritization plan, and a financing and acquisition schedule.

4.1-s Examine the cost of ongoing maintenance of new neighborhood parks and explore alternative funding mechanisms to support their maintenance.

4.1-t Expand the involvement and opportunities of the Community Activities and Facilities Commission to facilitate the development and implementation of a Parks and Recreation Master Plan.

Placing a higher emphasis of the Community Activities and Facilities Commission into the park planning process can enhance citizen participation in the Parks Master Plan development and underscore the importance of the full range of park and recreation functions for the city.

4.1-u In cooperation with the Turlock Irrigation District, develop a linear recreation corridor in the irrigation canal right-of-way along East Canal Drive.

The canal right-of-way is already being informally used by joggers and bicyclists. Formal recognition will permit improvements, such as removal of stray structures that presently block paths in some places. TID has expressed its willingness to work with the City in this undertaking.

4.1-v Continue joint school park usage agreement with the Turlock school districts.

4.1-w Consider establishment of regional parks in cooperation with Stanislaus County.

The County's Conservation/Open Space Element calls for provision of regional parks in areas where growth is anticipated.

4.1-x Ensure that adequate funds are available for maintenance of facilities.

If necessary, consider the establishment of a citywide maintenance district.

4.1-y Coordinate park planning and improvements with facilities for pedestrian and bicycle travel.

See Section 5.4, Transportation Element.

4.1-z Support the efforts of the Community Activities and Facilities Commission and other city-associated recreation organizations to fund and develop new joint-use recreation facilities.

Through coordinated efforts with other recreation groups, including the Turlock Youth Soccer Association and the Turlock Little League, the city can expand opportunities for new recreational facilities.

4.2 EDUCATIONAL FACILITIES

Turlock's growing household size is partially a reflection of growth in the number of young families with children—the 25 to 44 and the 0 to 13 year age groups were the fastest growing segments of Turlock's population during the 1980s. Continued growth places added importance on sound planning for educational facilities. The General Plan workshops indicated residents' strong support for new schools to keep pace with growth; the 1990 Public Opinion Poll shows that two-thirds of the residents are willing to pay higher taxes for new schools. Failure of the June 1992 vote authorizing sale of general-obligation bonds for school construction, however, casts doubt on the poll responses.

ELEMENTARY AND SECONDARY SCHOOLS

School districts operate independently of local governmental control and regulatory mechanisms. Proposed school sites have to be referred to local agencies for comment, however, and all non-school uses are subject to zoning and other land use control measures.

School Districts in the Planning Area. The Planning Area includes several school districts; three high school districts—Turlock Joint Union, Denair Unified, and Hughson Union High School—and five elementary school districts—Turlock Joint, Denair Union, Keyes Union, Hughson Union Elementary, and Chatom Union. (Because the Chatom district includes only industrial and agricultural land in the Planning Area, it is not discussed further here.) The majority of residents in the Planning Area are served by school districts in Turlock.

In addition to the public schools discussed here, there are three private elementary schools, two private junior high schools, and one private high school in Turlock.

TURLOCK SCHOOL DISTRICTS

The Turlock Joint Union School District provides for the elementary (K–6 grades) school needs of the City. The Turlock Joint Union High School District serves Turlock and outlying unincorporated communities, including Keyes, Chatom and Mountain View. A small part of Turlock's northeast area, north of Tuolumne Road and east of Berkeley Avenue, is in the Denair school districts.

Facilities and Enrollment. Enrollment in 1990 was at 9,835, an average annual increase of 5.5 percent since 1985. (See Table 4.2–A.) According to the school districts, enrollment in all schools exceeded classroom capacity by approximately 2,100 students, based on capacity calculations for traditional school-year programs. Five of the seven elementary schools in Turlock operate on a year-round basis, and 45 percent of all classrooms are portable.

Projections and Future Plans. Based on the projected Plan buildout population for Turlock (87,600), a total of 20,420 students are expected to attend schools within the jurisdiction of Turlock school districts. A majority (56 percent) would be in elementary school.

The Turlock school districts' standards for school capacity are as follows: elementary (800–1,000 students); junior high (1,200–1,500); and high school (2,000–2,500). Depending on the school capacity assumed, 12–14 elementary schools will be needed to accommodate the projected buildout population. Figure 4–1 shows 12 elementary school sites. Two junior high schools and three high schools would be needed. All are shown on Figure 4–1.

School Funding. As of January 1987, State law allows school districts to levy development fees directly on new residential, commercial, and industrial development (Government Code Section 65995).

The amount of district revenue raised from development fees determines the required local contribution or "match" to State funds. Required local participation is the maximum amount of fees that could legally be collected on new development from the date of approval of the district's application to the date a notice of completion of the school is issued. In 1992, Turlock levied school fees on new residential development at the rate of $1.65 per square foot, the maximum permitted by State law, and charged the maximum amount that could be charged to commercial and industrial development. This amount will increase to $2.65 per square foot in May of 1993.

In addition to the use of developer fees that are applicable citywide, school districts may acquire funds to provide school services in specific areas through the creation of a Mello-Roos Community Facilities District. The City Council can create such a district following a two-thirds vote by

area landowners, and may authorize a special tax and sell bonds to meet service costs. School districts also may initiate formation of a Community Facilities District.

A Mello-Roos District was established in Turlock in 1990 to pay for the impact of new development on schools in Turlock and the neighboring communities. The Mello-Roos fee and residential development fees for schools total $4.93 per square foot. Besides State participation, development, and Mello-Roos fees to meet school funding needs, the Turlock school districts have attempted several times to get a bond issue to pay for school facilities construction passed in the City. The most recent attempt in June 1992 failed.

DENAIR AND HUGHSON SCHOOL DISTRICTS

The Denair school districts operate three schools—elementary (grades K–4), middle (grades 5–8) and a high school (grades 9–12). There were 1,173 students enrolled in the three schools in 1989. Growth in enrollment between 1985 and 1989 averaged about 3 percent per year, about half the rate of Turlock. Only a small part of the Planning Area is within the jurisdiction of the Hughson school districts. No development contrary to the depiction in the Stanislaus County General Plan for these areas is proposed by the Turlock General Plan.

CALIFORNIA STATE UNIVERSITY, STANISLAUS (CSUS)

A commuter campus located at the north edge of the City, CSUS has had less of an impact on Turlock's history and character than many universities have on their host communities. Nonetheless, the University provides local opportunities for undergraduate, graduate and professional education, is a major employer, and offers cultural and recreational opportunities for the entire community. Like the City and the region, the University is expected to continue to grow throughout the planning period.

Facilities and Enrollment. CSUS was opened in 1960 with a continuing mandate to serve 6 counties.[1] The population of this service area is

[1] The six counties in the CSUS service area are: Stanislaus, San Joaquin, Merced, Calaveras, Tuolumne, and Mariposa. In addition to the Turlock campus, CSUS operates a satellite campus in Stockton at San Joaquin Delta Junior College.

expected to increase by over one third from 1.1 million in 1990 to 1.5 million in 2000. The campus Master Plan envisions an increase in students, faculty, and staff during the period, but it will not be as dramatic as the population increase. (See Table 4.2–B.) From the 1990–91 school year to the 2010–2011 school year, an 84 percent increase in students (from 5,735 to 10,540 full and part time) is expected. Campus employment, in 1991 about 350 faculty and 350 staff members, will also grow. Ultimate enrollment is projected to 12,000 full-time equivalent students (FTE), as compared with 4,200 FTE in 1991 (projections done in September 1990). CSUS staff indicate that ultimate buildout might be reached in 2015, though there is considerable uncertainty about the rate of growth.

Land for facilities to serve an expanded student population is available on the present campus—much of the 220-acre site is undeveloped. While geographic expansion will not be necessary, an aggressive building program will be. The CSUS Master Plan describes future facilities, and the campus' five-year plan identifies projects to be undertaken in the near term. The two major construction projects are buildings to house the professional schools and educational services. Funding for these projects is uncertain and will probably await passage of a statewide bond act for higher education facilities.

Guiding Policies

4.2-a Consult with the school districts on policies and projects that affect the provision of educational facilities and services.

4.2-b Continue joint school/community park usage.

4.2-c Plan educational facilities with sufficient permanent capacity to meet the needs of current and projected future enrollment.

4.2-d Work cooperatively with CSUS to ensure compatibility of CSUS' growth objectives with policies and programs of the City and availability of adequate infrastructure to serve anticipated CSUS growth.

4.2-e Undertake efforts to promote a closer integration of the CSUS campus with the community.

TABLE 4.2–A
TURLOCK SCHOOL ENROLLMENT
1990 AND BUILDOUT

Grade	1990	Projected Buildout[1]	Additions 1990–Buildout
Elementary (K–6)	5,541	11,500	5,959
Junior High (7–8)	1,373	2,850	1,477
High (9–12)	2,921	6,060	3,139
Total	9,835	20,420	10,585
Population	42,198	87,600[a]	

[1]Distribution by grade level based on 1990 split between grades; rounded to nearest ten.
[a]Projected buildout population for Turlock. Excludes Keyes and Denair.

Sources: Turlock Joint Unified School District; Blayney Dyett Greenberg.

TABLE 4.2–B
CALIFORNIA STATE UNIVERSITY, STANISLAUS
CURRENT AND PROJECTED ENROLLMENT, 1990–2010

Academic Year	Full and Part Time Students	Full Time Equivalent (FTE) Students	Percent Increase in FTE Students
1990 – 1991	5,735	4,203	–
1995 – 1996	6,522	5,020	19.4%
2000 – 2001	7,557	5,950	18.5%
2005 – 2006	9,042	6,850	15.1%
2010 – 2011	10,540	7,750	13.1%

Source: CSUS Department of Facilities Planning and Operations, April 16, 1991.

Implementing Policies

Elementary and Secondary Schools

4.2-f Encourage the Turlock school districts to develop a comprehensive schools master plan as a means of providing greater detail on specific school sites, buildings, educational facilities, and funding mechanisms.

4.2-g Do not approve residential development in areas beyond the jurisdiction of Turlock school districts without consulting with the surrounding districts.

The recently constructed Silverado Estates subdivision is in the Denair school districts.

4.2-h Reserve school sites as shown on the General Plan Diagram.

4.2-i Continue present agreements with the Turlock school districts for joint usage of school parks for neighborhood recreation.

See also policies in Section 4.1.

4.2-j Only residential development requests which have recognized and fully mitigated any significant impacts on school facilities shall be approved. Where discretion is afforded to the City of Turlock, development projects shall be required to provide for, or finance the provision of, school facilities as determined to be needed to support the proposed development.

California State University—Stanislaus

4.2-k Establish land uses in the area surrounding CSUS compatible with the need and character of an academic campus.

The General Plan Diagram depicts a variety of land uses, including High Density Residential and some Community Commercial, in areas adjoining CSUS to encourage activity and campus support of commercial activities such as bookstores and cafes.

4.2-l Work with CSUS to encourage location of activities and facilities that will strengthen ties between the community and CSUS at the campus edge.

The design of the campus, with parking at the perimeter and academic activities in the center, serves to isolate the campus from the city.

4.2-m Confer with CSUS staff periodically to ensure the concurrence of City and CSUS plans and actions.

4.2-n Continue agreements with CSUS to maintain joint use of recreational facilities and make provisions to locate other mutually suitable recreational sites if existing facilities are no longer available due to CSUS growth.

4.2-o To reduce the traffic impacts of campus activities, encourage CSUS to provide campus access from Christofferson Road as well as from Monte Vista Avenue.

4.3 INFRASTRUCTURE (Non-transportation)

STORM DRAINAGE

Turlock's early drainage system consisted of storm sewers and pump stations that discharged primarily into Turlock Irrigation District (TID) Lateral No. 4 Drain. Growth brought about an increase in impervious surfaces and resultant runoff, and greater distances between new development and the Drain.

Existing drainage agreements allow the City to discharge storm water in laterals 3, 4 and 5 when capacity is available. Problems have occurred when the City has not been permitted to discharge the overflow because of high irrigation water levels in the laterals. The canals represent an unreliable outlet for the City's growing needs. Also, drainage agreements can be terminated by the TID at any time.

The 1988 Storm Drain Master Plan. To decrease dependence on the irrigation canals and unify Turlock's different storm drainage systems, the City adopted a comprehensive plan for storm drainage in 1988. It provides for the collection of all of the City's storm water to a storage basin on the west side of the Wastewater Treatment Plant. Existing sewer outfalls will be used to discharge the water into the San Joaquin River until the year 2001. After that date, a new parallel storm outfall will take the water to Gomes Lake, from which it will be pumped into the San Joaquin River.

Water will be directed to the Plant through three major systems, identified by the streets in which the major trunk lines are located. Each system has sub-areas, many of which have planned or operating detention basins. Most detention basins will also be used as parks. A major portion of the work on the Christoffersen/Walnut and the Hawkeye systems has been completed. Little of the Linwood system has been constructed because of slow development in the area.

Recent Federal Clean Water Act amendments have provided for tighter controls by cities on the quality of storm water discharged into the nation's waterways, and regulation programs are underway in larger municipalities. Although these regulations do not yet apply to cities the size of Turlock, there is every reason to believe that the City will have to deal with them eventually, and that their implementation will be costly. In essence, the regulations require some degree of treatment for all storm water discharges, and because of this the Turlock Master Plan, which provides for centralization and consolidation of all storm water flows at the wastewater plant, will better position the City to deal with the issue of treatment than cities with multiple, widely scattered discharge points.

SEWAGE COLLECTION, TREATMENT AND DISPOSAL

The City provides sewage treatment and disposal service to residential, commercial, and industrial users in Turlock, to about 2,800 residents in Keyes, and to another 3,000 in Denair. An industrial facility in the unincorporated area is also served. Other unincorporated communities use septic tanks. All discharge flows to the Lateral No. 5 drain and is transported to the San Joaquin River.

Capacity and Demand. Average daily flow at the Wastewater Treatment Plant at Linwood Avenue and Walnut Road is about 9 million gallons per day (mgd). As of mid-1992, the City had sold rights totalling 15.4 mgd while the plant had a capacity of 15.5 mgd.

In summer 1992 the City's Utilities Department proposed several options for expansion of the plant. In February, 1993 the City Council selected an option to expand the plant by 4.5 mgd and revised sewer service and connection rates to fund the expansion. Approximately 30% of the cost of expansion is likely to be borne by new connections, with the remainder funded by user fees, resulting in an increase in user fees of 25 to 37 percent from the current rates.

WATER SUPPLY AND DISTRIBUTION

Existing Supply. The City supplies domestic water to about 11,000 residential, industrial, and commercial connections within its corporate limits, and also to a rest-stop on Highway 99. The Del Este Water Company provides supply to about 500 connections in the City. A few private wells also exist. The City does not currently treat any water it supplies. Irrigation water in the Planning Area is provided by the Turlock Irrigation District (TID) and by privately-operated wells.

Domestic water supply is derived from 18 wells that have a combined pumping capacity of approximately 21 mgd. The City also operates a well at Atch Pedretti Park; this well is not connected to the City system. Water consumption in Turlock has grown 52 percent over the last four years, and the system is currently operating at near-capacity levels.

Collapse of a well in early 1990 because of a deteriorated casing, and abandonment of a new well in Fall 1990 due to the detection of high levels of nitrates and natural radioactivity has lent a considerable setback to the City's water-supply plans. Loss of the wells, coupled with increased demand, had resulted in lowering of water pressure throughout the system, especially during the past summer months. However, in August 1992, two new wells became operational and were added to the system.

The City has also been closely monitoring levels of PCE (perchloroethylene; primarily dry cleaning solvents) in one of the operating wells. The detected levels have ranged from ND (non-detectable) to 4 parts per

billion. This well may require head treatment or may eventually need to be closed. (For a detailed discussion of water quality, see Groundwater Quality in Section 6: Open Space and Conservation).

The age of the existing wells also is a matter of much concern. According to the City's Department of Utilities, during the next ten years alone, as many as nine, or half the number of wells in operation in 1992, may have to be replaced.

Conservation Efforts. Prompted by the recent drought and water shortages, the City, in March 1991, passed a Water Conservation and Education Ordinance. The ordinance aims to accomplish conservation through restricting the times of outdoor residential water use. It is too early to tell if the program will result in reduction of water use, or if it will merely shift consumption to the unrestricted times.

Facilities Improvement and New Wells. The City contracted with the consulting firm of Kennedy/Jenks/Chilton for a Water Plan and Facilities Improvement Study, and also for the design and installation of two new wells. The study evaluated existing and proposed sources of supply, and provided technical recommendations regarding a preferred or a combination of preferred sources of supply. It also examined storage and distribution system improvements. The new wells were completed and became operational in the summer of 1992. Suction depth of some of the existing wells was also be lowered.

The City has also installed telemetry, a centralized monitoring system, that will facilitate detection and response to problems and promote savings through more efficient water distribution.

Storage for Peak Demand. The City plans to install storage tanks at the perimeter of the current service area to cope with peak demand. This should also help abate water pressure problems in the peripheral areas.

Surface Water. For the past couple of years, TID and the local cities and agencies, including Turlock, have been engaged in a study to evaluate the potential of using surface water for domestic consumption. The study is presently examining two alternatives in detail: diversion of surface water

at Ceres and from the TID canal system at Turlock Lake. Both alternatives are capable of supplying the participating utilities with all of their needs. The study is expected to be completed by September 1992. The City will determine the extent of its participation at that time.

Guiding Policies

4.3-a Promote the orderly and efficient expansion of public utilities and the storm drainage system to adequately meet projected needs.

4.3-b Coordinate capital improvements planning for all municipal service infrastructure with the direction, extent, and timing of growth.

4.3-c Establish equitable methods for distributing costs associated with serving new development.

4.3-d Address the inadequacy of the sewage treatment plant to serve the anticipated growth.

Implementing Policies

Storm Drainage

4.3-e Continue implementation of the 1988 Storm Drain Master Plan.

4.3-f Develop new detention basins in places indicated on the Plan Diagram.

4.3-g Continue joint park/detention basin usage and development.

4.3-h Encourage the use of porous materials for outdoor spaces and require public work improvements to incorporate their use where feasible.

The increase in the amount of impervious surfaces such as concrete and asphalt is the prime reason for the increased runoff that accompanies urbanization. Compared to the spongy surfaces of a field, water in urban areas also runs off more rapidly, causing flooding and decreased replenishment of groundwater.

Alternatives to impervious pavement include porous asphalt, modular paving, gravel and porous bricks. Lattice concrete blocks with soils and grass in the interstices have also been successfully employed in many other cities.

4.3-i Require outdoor storm-water detention at project sites larger than 2 acres and consider using economic incentives to encourage projects to use porous surfaces and detain water at site.

Portions of parking lots, which include much of the open space in Turlock, can, for example, be designed to temporarily detain several inches of rainwater and release it gradually or allow it to percolate into the ground.

Detention basins designed as playing fields with gradually stepped or sloped edges providing seating can hold as much water as single-purpose basins.

4.3-j Require new construction sites to provide plans for erosion and sedimentation control from their sites during construction; establish guidelines for erosion control practices in Turlock

Wind and water-borne erosion from construction sites results in considerable maintenance cost and loss of efficiency to the City's storm drainage function, and control of this material at the source is the most cost effective way of dealing with it. State and federal regulations now require all cities to provide for erosion control in their ordinances and policies.

Sewage Treatment

4.3-k Select and implement a plan to increase sewage treatment capacity.

Water Supply and Distribution

4.3-l Continue to evaluate participation in the surface water supply project at an appropriate stage.

See also policies in Section 6.2—Water Conservation.

4.3-m Continue comprehensive efforts to plan for orderly growth.

Several studies and plans are currently underway.

4.3-n Continue the City program of water system improvements to complement existing sewer system service capacities in the urban services area. Establish improvement priorities based on General Plan policies regarding the direction, extent, and timing or urbanization.

4.3-o Encourage water conservation measures in existing and new development, including flow restrictors and swimming pool covers.

4.3-p Support County programs to protect valuable groundwater resources.

See related Open Space and Conservation Element policies in Section 6.

4.3-q Investigate water rights issues associated with annexation of agricultural land to the City.

4.4 PUBLIC SAFETY SERVICES

The physical growth of a community has direct implications for many public facilities and services that the City provides to its residents. One of the most important of these services is the protection of public safety provided by the City's Police and Fire Prevention Departments. While public safety must be addressed in the General Plan's Safety Element, the City has chosen to include discussion of public safety services in this Element since police and fire buildings and major equipment are important public facilities. This section briefly describes existing service levels and facility inventories, and projects public safety facility needs in the future. Additional discussion can be found in the Safety Element.

Policies have been formulated to support the implementation of other General Plan land use development and community growth policies in a manner to ensure adequate levels of public safety facilities. These policies generally describe the City's goals for service levels, mitigating deficiencies, and meeting future Planning Area needs. The goals and policies are intended for use by local decision makers and facilities planners as guidelines for formulating capital improvement projects related to public safety facilities, equipment and annual budget appropriations.

POLICE SERVICES

The Turlock Police Department operates from a central public safety building located immediately north of City Hall along Starr Avenue. Operations within this facility include administrative, patrol and detective divisions, records, communications and dispatch, and customer reception. Community Activities operates from a smaller building on a city-owned site across Starr Avenue which also includes a small modular structure used for property recovery storage. These facilities have outgrown their usefulness in accommodating the existing work force and plans for expansion have been considered by the City over the past 8 years. The force has a total of 47 vehicles; traffic — 4, canine — 3, patrol — 20, non-patrol — 18, animal control — 2.

Providing a high level of police protection to the citizens of Turlock has historically been a primary objective of City officials. Unfortunately, with the continued growth of Turlock has come a gradual decline in the level of police services. As of September 1992, the authorized sworn strength of the Turlock Police Department is 56. Three "sworn" positions, however, are vacant and hiring of officers to fill these vacancies is presently "frozen" due to serious City budget restrictions. A declining relationship in the annual rate of public revenue growth versus the rate of police service cost increase will continue to present a major Plan implementation problem.

"Level of service" standards relating to police work force numbers are most accurately assembled by looking closely at documentation including crime statistics, called-for-services, community population figures, the local need for special programs such as traffic enforcement, and drug/gang resistance education. The United States Department of Justice's

annual publication "Crime in the United States" offers an in-depth look at police and civilian police employee workforce figures throughout the United States, assembled by geographic region. Communities across the nation may differ greatly in what they expect in the way of police services — a nation-wide look reveals that, as October 1, 1991, the nation's law enforcement community employed an average of 2.2 full-time sworn police officers for every 1,000 inhabitants. This compares to Turlock's 1.16 ratio.

The Justice Department's published ratio which also considers civilian employees in a police department bring the figures up to a combined total (sworn police and civilians) of 3.1 law enforcement employees per 1,000 inhabitants, compared to Turlock's ratio of 1.73. The Turlock Police Department administration has established a high priority goal for the current fiscal year to create an Auxiliary Policing Unit of five or six reserve status police officers. This program is expected to relieve some of the service demand pressures created by the City's present, and anticipated future, impacted funding situation.

Called-for-services are projected to reach 90,000 in 1992 and continue to grow at approximately 4 percent per year. Arrests are projected to reach 4,900, slightly down from 1991. This level of police patrol activity is responded to by a four-beat patrol system operating on a 24-hour basis. As the City has grown, much of it through expansion out from the historic central core, quick response time to emergency calls has been a high priority. Average response time to life threatening and major property damage calls (emergencies) is surprisingly good at 4.8 minutes. Additional urban growth, particularly residential development on outlying lands, will exacerbate this situation from both a service level and fiscal standpoint.

The Turlock Police Department offers a number of programs oriented to community education and support of citizen safety and crime prevention. Programs such as Drug Abuse Resistance Education (DARE) and Youth & Law classes taught in the schools, by uniformed police officers, do much to keep the community involved with the peace officers as partners in combating drug abuse and its related crime problems. Neighborhood Watch and Bicycle Rodeos (including bike violator diversion) are other programs that further enhance the officers' efforts at maintaining a close working relationship with the citizens of Turlock.

The Police Activities League (PAL) sponsors many activities for citizens, particularly Turlock's youth, including soccer, girls' softball, baseball, and amateur boxing. Local service clubs in the City have been highly supportive of many of these activities and have helped fund several programs that the City's General Fund was unable to support.

Currently, City officials, citizens and the police are anxious to commence application of the Community Oriented Policing philosophy. This concept of providing police public safety service emphasizes personal attention by officers to individual neighborhood problems and seeks long-term solutions to the conditions that cause crime in a community. The major goal of this new policing concept is to permanently bridge communication and cooperation gaps that have traditionally hampered many of the City's proactive law enforcement efforts. It is hoped that the concept will eventually become the community's operational way of conducting business from a police public safety perspective. Once underway, this Council-backed approach will result in a higher degree of cooperation between the Police Department and other City Departments, governmental agencies and even private organizations, to address quality of life issues for the citizens of Turlock.

As noted above, the headquarters building was built in 1964 and contains approximately 10,000 square feet. The existing facility is becoming critically deficient in space needs and is now thwarting the efforts by the department and City to undertake new police programs. The 1984 General Plan identified a site for a new Police Building at the same Civic Center site immediately east of City Hall. It has been concluded that this site has serious access and space limitations to adequately handle a contemporary public safety building planned for a community approaching 50,000 residents, much less respond to future growth needs. Plans are underway to identify a final site selection in the vicinity of Geer Road and Hawkeye Avenue which can serve as a combined fire administration/police public safety building in a central Turlock location. After site selection the City has committed to begin plans for site design and architectural drawings. Some preliminary drawings have been completed and projections are that square footage should approach 35,000 to 40,000 square feet, allowing for future growth, as well as

addressing today's needs. Financing will likely be accomplished through bond sales, but development fees have already generated nearly one million dollars.

FIRE PREVENTION AND PROTECTION

The Turlock Fire Prevention Department operates from three facilities located throughout Turlock, staffed by 2-person engine companies. Station No. 1, located at Minaret near Hamilton, serves as the central station housing suppression vehicles, fire personnel, and the Department's administrative support staff. Stations No. 2 and 3, located on Monte Vista Avenue near Radcliffe and Walnut Avenue near Highway 99, respectively, are satellite support stations housing suppression equipment and 24-hour fire personnel. Station No. 1 was constructed in early 1950 and has outlived its usefulness as a central Fire Department facility. The Department has a total of 11 emergency vehicles including five fire engines, one snorkle vehicle, and two non-emergency vehicles.

In recent years the Fire Department has expanded its role from one of strictly fire suppression responsibilities to a proactive intervention in situations that threaten or are likely to threaten the health, safety, or property of Turlock citizens because of fire, trauma, sudden illness, or disaster. In addition to typical fire suppression services, the department personnel provide other services including arson investigation, hazardous material response, emergency medical response, public education, building inspection, and weed and abandoned vehicle abatements. Total calls for service exceeded 2,000 in 1991. The single highest increase in service demand is in the area of emergency medical aid response. These "EMT" calls for service have increased from 102 calls in 1986 to over 1,400 calls in 1991.

Staffing levels in the Turlock Fire Department includes a Fire Chief who directs 26 Fire Suppression Personnel, a Fire Marshal, a Nuisance Abatement Officer, a Fire Inspector, and two clerical support staff members. Due to present budget limitations, four of these positions are vacant including one Battalion Chief and the two clerical staff. The Fire Department benefits greatly through the support of a 40-person Reserve Division made up of concerned and trained citizens of the community that provide round-the-clock service to the citizens of Turlock.

"Level of service" standards relating to fire protection services are generally compared to national trends as reported by the National Fire Protection Agency. Turlock's Fire Department has historically met or exceeded these standards, generally on an equivalent level with other cities in the western States. Through 1989 it was reported that the levels of service called for in the 1984 General Plan (5 minute or less response time) was consistently being met. The outward expansion of urban development, however, is "stretching" this response time to maximum acceptable limits. In fact, a recent commercial development located just beyond the standard "5-minute response zone" prompted the City to require developer funding for the personnel to support a temporary fourth satellite station. This new station will be located in a converted residence located on the east side of Walnut Avenue, north of Tuolumne Road in northwest Turlock.

As discussed above, Station No. 1 has outlived its usefulness as a central facility to serve the growing population of Turlock. Facility planning efforts for the future police facility concluded that benefits could be shared by locating the Fire Department's central administrative operations from a central public safety building located in the geographical center of the city. Plans are now underway to include this central facility in the proposed Public Safety building to be located in the vicinity of Geer Road and Hawkeye Avenue. The existing stations would remain as support satellite fire facilities, retaining plans for another satellite station in the northwest area of the City (near Monte Vista Avenue/Highway 99) and a new satellite station in the southeast area of the City near Colorado and East Avenues.

As with the future public facility needs of the Police Department, the needs of the Fire Department will be dependent on the level of revenue that the City receives and annual appropriations in Capital Improvement Programs and City Budgets. It is anticipated that special financing programs will be needed to fund construction of the Public Safety facility.

Guiding Policies

4.4-a Maintain the commitment to provide a level of service standard that meets or exceeds the national average in response to police protection and fire protection/prevention through efficient organization, administration and annual funding.

4.4-b Continue to promote the orderly and efficient expansion of public safety facilities to adequately meet the needs of the community while minimizing adverse fiscal and environmental impacts.

4.4-c Continue to coordinate capital improvements planning for public safety facility needs with implementing policies set forth in this Plan with respect to the direction, extent, and timing of Turlock's growth.

4.4-d Establish and review existing equitable methods for minimizing public facility and service costs associated with new development.

Implementing Policies

Police Service

4.4-e Continue to monitor and revamp as necessary the Police Department's beat system to provide a high quality and more efficient crime deterrent service with a minimal response time.

4.4-f Continue and encourage existing community crime prevention programs such as Neighborhood Watch, PAL, DARE, and gang awareness, to help deter crime throughout the City.

4.4-g Implement the Community Oriented Policing Program through cooperative staff efforts and necessary funding.

Fire Service

4.4-h Adequately distribute fire fighting equipment and personnel throughout the Sphere of Influence to ensure quick response time (5 minutes to all calls within the primary service area of each fire station).

4.4-i New fire station sites, including the proposed central public safety facility, should be selected and dedicated with new development based on the configuration and phasing of new development and urban expansion. Ease of access and efficient service areas should be major determinants.

4.4-j Do not allow building construction in the Sphere of Influence which is beyond the five (5) minute response time from any fire station.

4.4-k Continue to monitor water fire-flow capability throughout the City and improve water availability if any locations have flows considered inadequate for fire protection.

Combined Public Services

4.4-l Complete site selection process and undertake site and architectural design steps to move forward with construction of the new public safety facility.

4.4-m Undertake a reexamination of the present Capital Facilities Fees schedule to reflect the changes in Public Safety facility needs identified in this Plan.

4.4-n Continue to implement existing policies of the Turlock Growth Management Element that require complete analysis of the fiscal impacts on public service levels caused by new annexations of territory to the City limits, thereby expanding existing beats and response needs.

Section 5
Transportation Element

Turlock benefits from good freeway access and links to other places in the Central Valley and to the Bay Area. Many of the outdoor recreation opportunities afforded by the Sierra are less than an hour away. The City's location and transportation connections make it an attractive place for residents and businesses. The relatively easy long-distance commutes, together with comparatively low housing costs, explain some of the growth the City experienced during the 1980s.

Efficient regional connections are important to the continued development of the City and vital to many residents as well; over 40 percent of the City's employed residents in 1990 commuted to a destination outside the City (Table 5–A). About 71 percent of the commuters (29 percent of the total employed residents) worked at other places within Stanislaus County, principally in Modesto. Mean travel time to work was 19 minutes in 1990.

Traffic conditions within the City are generally good. Residents can travel across town by automobile in less than ten minutes. Delays, when they happen, are isolated and of short durations. Maintenance of this high

TABLE 5–A
TURLOCK EMPLOYED RESIDENTS' COMMUTING PATTERNS
1990

Place of Work	Persons	Percent
Turlock	10,257	57.5
Other Stanislaus County	5,078	28.5
Outside Stanislaus County	2,114	11.9
Out of State	7	0.0
Not Reported	372	2.1
Total	17,828	100.0

Source: 1990 U.S. Census.

level of mobility is a stated priority of Turlock's residents and a goal of the General Plan as well.

The Transportation Element provides a framework to guide the growth of Turlock's transportation-related infrastructure over the next 20 years. Also included in the Element are policies to enhance the efficiency of the existing circulation system. The promotion of use of alternative modes of transportation, including transit, walking and bicycle use, is a major emphasis of the Plan. The Element is closely integrated with the Land Use Element to ensure the adequacy of the planned street network to serve future development.

5.1 STANDARDS FOR TRAFFIC SERVICE

In many of the developed parts of Turlock, the primary traffic issues are the feasibility of improvements and achievement of an acceptable level of service. In a few of these areas, such as along Geer Road, maintenance of acceptable service standards would place severe limits on allowable intensities or access conditions for new developments. Development in new areas is less constrained by service standards since adequate rights-of-way can be provided.

Level of service (LOS) is a qualitative measure of traffic service along a roadway or at an intersection. As described in Table 5.1–A, it ranges from A to F, with LOS A being best and LOS F being worst. LOS A, B and C indicate conditions where traffic can move relatively freely. LOS D describes conditions where delay is more noticeable and average travel speeds are as low as 40 percent of the free flow speed. LOS E indicates significant delays and average travel speeds of one-third the free flow speed or lower; traffic volumes are generally at or close to capacity. Finally, LOS F characterizes arterial flow at very slow speeds (stop-and-go), and large delays (more than one minute) with queuing at signalized intersections; in effect, traffic demand on the roadway exceeds the roadway's capacity.

TABLE 5.1–A
LEVEL OF SERVICE DEFINITIONS

Level of Service	Traffic Flow Conditions	Volume to Capacity Ratio
A	Conditions of free flow; speed is controlled by drivers' desires, stipulated speed limits, or physical roadway conditions.	0 to 0.59
B	Conditions of stable flow; operating speeds beginning to be restricted; little or no restrictions on maneuverability from other vehicles.	0.60 to 0.69
C	Conditions of stable flow; speeds and maneuverability more closely restricted; occasional backups behind left-turning vehicles at intersections.	0.70 to 0.79
D	Conditions approach unstable flow; tolerable speeds can be maintained but temporary restrictions may cause extensive delays; little freedom to maneuver; comfort and convenience low; at intersection, some motorists, especially those making left turns, may wait through one or more signal changes.	0.80 to 0.89
E	Conditions approach capacity; unstable flow with stoppages of momentary duration; maneuverability severely limited.	0.90 to 0.99
F	Forced flow conditions; stoppages for long periods; low operating speeds.	1.00 +

Sources: Dowling Associates; Blayney Dyett Greenberg.

TRAFFIC ANALYSIS

In order to confirm the need for the traffic facilities identified in the Transportation Element, a forecast of traffic was made that included buildout of General Plan land use as well as an upgrade of the transportation facilities to reflect the system shown in the Transportation Element and on the General Plan Diagram. The forecast was made using the 1990 version of the SAAG traffic forecasting model. The forecast included SAAG estimates of land use in the year 2010 in all parts of the County outside of the Planning Area. In the Planning Area, land use is based on General Plan designations. The model was used to produce forecasts of Average Daily Traffic on the freeways, arterials and many of the collector streets in the City.

An analysis of service levels on the freeways, arterials and collectors was prepared using the forecast; the projected volumes and service levels are contained in the General Plan EIR. In brief, the forecast indicates that most facilities will operate at service level C or better; the major exceptions are Geer Road and Lander Avenue, which may operate at LOS E or F during peak periods.

Guiding Policies

5.1-a Adopt Level of Service standards to be used in evaluating development proposals and capital improvements.

5.1-b Maintain acceptable service standards for all major streets and intersections.

Implementing Policies

5.1-c Strive to maintain LOS C for all freeways and expressways.

Level of Service shall be evaluated on the basis of either the Highway Capacity Manual, or other means approved by the City's Department of Public Works.

5.1-d Approve LOS D as an allowable standard for arterial and collector streets where existing conditions limit improvements.

The traffic forecast indicates that the following street segments may operate at Service Level D upon buildout of the General Plan: Monte Vista Avenue between SR 99 and Walnut Avenue; Hawkeye Avenue between SR 99 and Golden State Boulevard; and SR 99 between Main Street and Monte Vista Avenue.

5.1-e Recognize that the City's land use pattern, the limited number of continuous north-south streets, and the concentration of activity on the east side of the freeway will result in very poor service levels on a small number of streets where capacity cannot be increased because it would create unacceptable disruption.

The following locations are projected to operate at LOS E or F at General Plan buildout: Geer Road between Canal Drive and Tuolumne Road; Lander Avenue between Main Street and Linwood Avenue; Main Street between West Avenue and Lander Avenue; and Olive Street between Main Street and Canal Drive.

5.1-f On streets where poor service levels are anticipated, investigate and implement improvement projects which will improve traffic operations. To reduce demand at congested intersections on Geer Road and Lander Avenue, new development projects will be required to provide auto access from side streets only wherever possible.

Measures such as parking prohibitions, turn prohibitions and minor widening will be evaluated on streets where existing development makes major widening projects unacceptable.

5.1-g Continue to implement the existing program to identify streets and intersections with unacceptable levels of service and implement a program to upgrade them.

A 1988 study of 50 major streets and intersections conducted by the Cityrevealed that many street intersections were operating at or below LOS D. Some of these have been improved but conditions have worsened at other intersections. Studies like the one done in 1988 should be updated every few years.

5.1-h Design roadway improvements and evaluate development projects using suggested LOS criteria prescribed in policies 5.1-c, 5.1-d, and 5.1-e.

For projects along the State Highway System, Project Study Reports will be a necessary element of any traffic analysis report when required as part of an environmental review analysis by the City of Turlock.

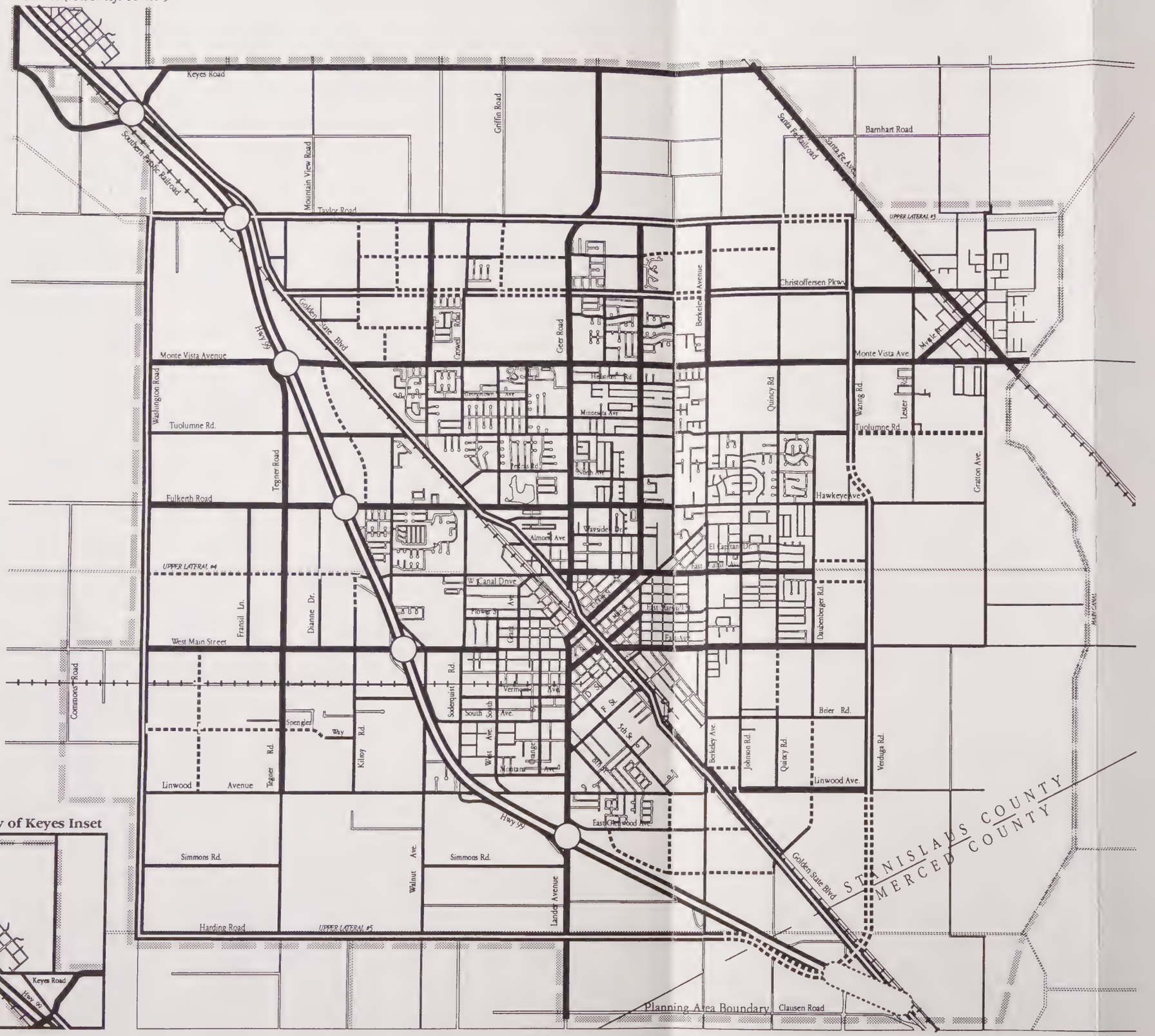
5.1-i Continue to monitor traffic service levels and implement Circulation Element improvements prior to deterioration in levels of service to below the stated standard.

Development approvals should require demonstration that traffic improvements necessary to serve the development without violating the standard will be in place to accommodate trips generated by the project.

5.2 STREET NETWORK,CLASSIFICATION,AND AUTOMOBILE CIRCULATION

A hierarchy of adequately-sized streets will be required to provide access to future development and maintain acceptable levels of service. The circulation network in the General Plan Diagram identifies the functional classifications of key routes. Figure 5–1 distinguishes these as existing or proposed alignments. A route's design, including the number of lanes needed, is determined both by its classification as well as the projected traffic level on the street. The classifications, and their required development and access standards, are identified in Table 5.2–A.

All freeways identified in the Transportation Element are intended to have three lanes in each direction; all arterials and expressways are intended to have two lanes in each direction plus a turn median. While additional width is possible for each of these classifications, the traffic analysis indicates that the service level standards can be satisfied with these cross-sections.



Circulation System

Figure 5-1

Revised 12-11-92

Existing Alignment	Future Alignment	
		Freeway
		Expressway
		Arterial
		4-lane Collector
		2-lane Collector

Interchange

Future Interchange

Note: Streets shown as "Future" on this drawing are those where no streets currently (1992) exist. Many existing streets require upgrading to conform to the General Plan designation.

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992
Revised December 1992

TABLE 5.2 A STREET CLASSIFICATIONS

Street Type	Function	Access	Right-of-Way	Discussion
Freeway	Provides for intra- and inter- regional mobility.	Restricted to primary arterials via interchanges.	Varies.	State Route 99 is the only Freeway in the Planning Area
Expressways	Provide for movement of through-traffic.	Limited access to abutting properties; varies according to classification.	Varies according to classification.	See Table 5.2 B for greater breakdown by class.
Arterials	Collect and distribute traffic from freeways and expressways to collector streets, and vice versa.	Optimum distance between intersections is approximately 1/4 mile. Driveways to major traffic generators may be permitted within the 1/4 mile spacing; other intersections closer than 1/4 mile are restricted to right turn access, unless other access policies are in place as of 1992.	In developing areas of the City, major arterials will be constructed within 100 foot rights-of-way and will carry two lanes of traffic in each direction, and provide for a left turn median.	Arterials ideally are spaced at one-mile intervals, though expressways in the one-mile grid can serve the same function. As shown in Figure 5-1, the City has designated some streets on the one-mile grid as major collectors rather than arterials.
Major Collectors	Serve as connectors between local and arterial streets and provide direct access to parcels.	At major intersections, driveways on collector streets should be no closer than 50 feet to the intersection. Non-residential driveways and/or intersecting streets or collector streets should be no closer than 300 - 400 feet apart.	Major collectors carry four lanes of traffic within an 84 foot right-of-way.	
Minor Collectors	Similar to major collectors, but streets have lower volumes.	Same as major collectors.	Two lanes of traffic within a 60-foot right-of-way.	
Local Streets	Provide access to parcels.	Access is not restricted.	Two lanes with 50- or 60- foot rights-of-way.	Local streets constitute the largest part of the City's circulation system. See Table 7.4 A for maximum spacing between local through streets.

Sources: Dowling Associates; Blayney Dyett Greenberg.

CONSISTENCY WITH REGIONAL PROGRAMS

Plan policies are coordinated with regional programs and needs. The planned expressways represent a joint attempt by Stanislaus County and Turlock to provide for intermediate capacity (in between freeways and arterials) facilities that can accommodate significant portions of the inter-regional travel in the future. Improved interchanges at Highway 99 and Taylor Road and at Highway 99 and Golden State Boulevard South will also improve Turlock's accessibility to the regional network. Design and access standards for expressways, as adopted by Stanislaus Area Association of Governments (SAAG), are summarized in Table 5.2–B.

TABLE 5.2-B
EXPRESSWAY DESIGN AND ACCESS STANDARDS

Classification	Access Standards	Design Speeds (miles per hour)
Class A	Access to/from driveways and minor streets prohibited. Interchanges at major cross streets.	Mainline: 50-55 mph Full Ramp: 25-30 mph
Class B	Restricted access from driveways and minor streets. No interchanges. Major cross streets are signalized and the expressway receives 65-67 percent of the signal's green time.	45-50 mph
Class C	Minor access restrictions. Left turns to/from occasional collector streets allowed. At signalized intersections, the expressway will receive 55-65 percent of the signal's green time.	45-50 mph

Source: Adapted from *Stanislaus County Regional Expressway Study*, 1990.

All expressways in the Planning Area are classified as Class C, with the exception of the Taylor Road interchange with Highway 99, which has a Class B designation.

Coordination of the Plan with the County Congestion Management Program is discussed in the next section.

CONSISTENCY WITH THE CAPITAL IMPROVEMENT PROGRAM

The Plan includes proposals for a number of new streets and improvements to many others. Projects identified in the Plan will need to be prioritized and included in the City's ongoing Capital Improvement Program (CIP). Modifications to the CIP are to be made as a normal part of the City's budgeting and implementation process and do not require amendment of the General Plan.

Guiding Policies

5.2-a Promote safe and efficient vehicular movement.

5.2-b Use Figure 5–1: Circulation System, and Table 5.2-C, Major Circulation Improvements, to identify, schedule, and implement roadway improvements as development occurs in the future; evaluate future development and roadway improvement plans against standards for the classifications as set forth in Table 5.2–A.

5.2-c Make efficient use of existing transportation facilities.

5.2-d Coordinate local actions with State and County agencies to ensure consistency between local and regional actions.

5.2-e Through layout of land uses, improved alternate modes, and provision of more direct routes, strive to reduce the total vehicle miles traveled.

See also sections 5.3 and 5.4, and Section 7: City Design Element.

5.2-f Continue to review the distribution of the cost of street and other traffic improvements between existing and new development, and residents and businesses based on impacts on service levels.

TABLE 5.2-C
MAJOR CIRCULATION IMPROVEMENTS

1	Improve Taylor Road between SR 99 (or Washington) and Golden State Parkway to four-lane expressway status.
2	Improve Christoffersen Parkway between Golden State Parkway and Berkeley Road to four-lane expressway status.
3	Improve Verduga Road/Waring Road as four-lane expressway between Christoffersen Parkway and SR 99.
4	Improve Monte Vista Avenue between Tegner Road and Del's Lane and from approximately 300 feet west of Colorado Avenue to Berkeley Road to four-lane arterial status.
5	Widen Fulkerth Road between Tegner Road and Tully Road as a four-lane arterial.
6	Improve Main Street between Tegner Road and SR 99 to four-lane arterial status.
7	Develop minimum impact design and implement four-lane section for Main Street between West Avenue and Olive Street.
8	Develop one-way couplet of Minerva Street and East Avenue between Golden State Boulevard and Minaret Street as traffic volumes warrant.
9	Improve East Avenue to four-lane arterial status between Minaret Avenue and Johnson Road; develop minimum impact design through existing developed area as appropriate.
10	Extend Daubenberger Road as two-lane collector from Brier Road to Golden State Boulevard.
11	Improve and extend Olive Avenue from Canal Drive to Taylor Road as four-lane arterial.
12	Improve Walnut Avenue between Monte Vista Avenue and Taylor Road to four-lane arterial status.
13	Improve Tegner Road between Main Street and Monte Vista Avenue to two-lane collector status.
14	Develop new segment of Tuolumne Road between Walnut Avenue and Golden State Boulevard as four-lane collector.
15	Complete Tully Road as two-lane collector between Fulkerth Road and Tuolumne Road in conjunction with new development.

TABLE 5.2-C
MAJOR CIRCULATION IMPROVEMENTS

16	Connect Linwood Avenue across Golden State Boulevard; close existing Golf Road crossing of Golden State; close Palmer Road at Linwood Avenue; extend Johnson Road from Linwood Avenue to Palmer Road.
17	Develop Tuolumne Road from Golden State Boulevard to terminus near SR 99 as four-lane collector street in conjunction with new development.
18	Create new east-west two-lane collector between New High School and Berkeley Road 1/4 mile south of Taylor Road in conjunction with new development.
19	Extend Quincy Road as two-lane collector from East Avenue to Brier Road in conjunction with new development.
20	Extend Johnson Road north to Tuolumne Road in conjunction with new development.
21	Extend Fosberg Road to Taylor Road as two-lane collector in conjunction with new development.
22	Extend Griffin Road from Taylor Road to Christoffersen Parkway as two-lane collector in conjunction with new development.
23	Extend Kilroy Road to Taylor Road as two-lane collector in conjunction with new development.
24	Install signal at Monte Vista Avenue and Golden State Boulevard.
25	Install signal at Tuolumne Road and Golden State Boulevard.
26	Construct an industrial collector street between Kilroy and Walnut just north of the City corporation yard.

Note: The General Plan Diagram and Circulation System diagram indicate a need for some road widenings not listed here. These projects are not anticipated to be needed within the 20-year horizon of the 1992 General Plan, but right-of-way should be reserved consistent with the designations on the diagrams.

Source: Dowling Associates.

Implementing Policies

Regional Cooperation

5.2-g Continue to work with the California Department of Transportation (Caltrans) to achieve timely construction of programmed freeway and interchange improvements.

Caltrans does not currently fund local interchange improvements to accommodate increased traffic growth.

5.2-h Continue to coordinate the City's design standards for regional roadways with the standards of other agencies.

5.2-i Seek the following amendments to Stanislaus County's 1990 Regional Expressway Study:

- Change Golden State Boulevard's designation to Class C for the portion between Taylor Road and Linwood Avenue; and

- Eliminate the need for the Expressway shown for the alignment of Washington Road north of Taylor Road with an overpass of Highway 99. The Taylor Road/Highway 99 interchange can be upgraded to provide the necessary connection.

The General Plan process allowed a detailed examination and refinement of the Expressway Plan. Though the designation of some streets is different in the two plans, overall objectives are similar. These changes will result in consistency on major policies.

5.2-j Work with Stanislaus County to implement redesign of the Golden State Boulevard/Golf Road intersection.

5.2-k When proposed General Plan amendments would generate 1,000 or more average daily vehicle trips, analyze their potential impacts on the designated Congestion Management Program (CMP) System of State Highways and Principal Arterials.

This requirement is established by the Stanislaus County Congestion Management Program. The Stanislaus County 1992-1993 CMP does not designate any principal arterials in the County. Future CMP updates should be reviewed by the City to identify whether any streets in Turlock have been so designated.

5.2-l Conduct an annual cumulative impact analysis of all General Plan amendments, focusing on potential impacts on the designated Congestion Management Program System of State Highways and Principal Arterials.

This requirement is established by the Stanislaus County Congestion Management Program. The results of the analysis could be incorporated into the City's annual General Plan review.

Street Network

See also policies in Section 7.4: Street Design and Connectivity.

5.2-m Continue to implement the Circulation System Planning and Design Criteria found in General Plan Appendix A.

5.2-n Locate freeways, expressways, and arterials according to the general alignment shown in the Circulation Plan Diagram. Slight variation from the depicted alignments for Major and Minor Collectors will not require a General Plan amendment.

5.2-o Build freeways, expressways, arterials, and collector streets to the standards stipulated in Tables 5.2–A and 5.2–B.

5.2-p Ensure improvements to the circulation system required to maintain standards as set forth in Section 5.1. Improvements shall take place in accord with the City's Capital Improvement Program.

5.2-q Implement design standards for Industrial Streets that recognize the heavier loads associated with truck operations and provide larger turning radii to facilitate truck movements.

Section 5.6 contains detailed policies relating to truck movement.

5.2-r Limit street right-of-way dimensions where necessary to maintain desired neighborhood character. Consider allowing narrower street rights-of-way and pavement widths for local streets in new residential subdivisions.

See also Section 7: City Design Element.

5.2-s As part of the Capital Improvement Program (CIP), annually update a seven-year program of projects required to construct and/or update circulation facilities. The analysis should identify the type of facility, length of the project, right-of-way requirements, physical improvements required and estimated cost.

While some of the projects identified in the Circulation Element are in the City's current CIP, the remaining will need to be incorporated. See also Policy 5.1-e. The CIP should also be coordinated with planning for the provision of public utilities. (See Section 4.3.)

5.2-t Coordinate with Stanislaus County to evaluate the condition of existing streets in unincorporated areas and explore cooperative funding mechanisms to improve existing substandard streets and install sidewalks, curbs, gutters, and street lighting as a condition of incorporation.

Streets in many unincorporated "islands" are not built to City standards. The establishment of improvement districts should be considered for their upgrade.

5.2-u Continue to work with residents of neighborhoods with alleys to establish an ongoing alley- maintenance program.

Storage and trash dumping has reduced the available right-of-way in many alleys, especially where alleys are not intensively used because access to off-street parking is also provided from the streets.

5.2-v Adopt street design standards in Appendix A.

Financing

5.2-w Link improvement projects to the most current estimates of available funding from County, State, and federal sources.

5.2-x Continue the current development fee program to equitably assess property owners their share of the costs to mitigate impacts generated as a result of development.

Preservation of Rights-of-Way

5.2-y Take appropriate action to establish precise alignments based on the General Plan diagram and on standards delineated in Table 5.2–A, and on CalTrans local route requirements, for all existing and proposed freeways, expressways, arterial and collector streets in order to identify future right-of-way needs.

Street designations in the Plan are based on consideration of long-term growth in through-traffic and potential development in areas adjacent to the City.

Relationship Between Modes

See also policies in sections 5.3 and 5.4 and Section 7 — City Design Element.

5.2-z In reviewing designs of proposed developments, ensure that provision is made for access to current and future public transit services. In particular, pedestrian access to arterial and collector streets from subdivisions should not be impeded by continuous segments of sound walls.

5.2-aa Design considerations for arterial streets in newly developing areas should provide for bus loading and unloading without disruption of through-traffic. Arterial streets adjacent to major traffic generators such as schools and shopping centers should have assured access to the interior of adjacent development.

The new neighborhood centers will serve as excellent transit stops.

Parking

5.2-bb Improve Downtown parking opportunities using the following strategies:

- Examine rear or vacant lots and other under-utilized areas for off-street parking;
- Consider utilization of the existing parking district mechanism to finance Downtown parking and related street landscaping improvements suggested in the Downtown Plan; and
- Consider construction of additional parking facilities at First and "A" Streets.

5.2-cc Work with local merchants to improve parking conditions in underserved commercial areas.

The Lander Avenue commercial area is one such place.

5.3 TRANSPORTATION SYSTEMS MANAGEMENT

The term Transportation Systems Management refers to measures designed to reduce peak-period auto traffic by making more efficient use of existing resources, and emphasizing transit, ridesharing and non-automobile alternatives.

REGIONAL PROGRAMS

1990 Stanislaus Area Transportation Plan. SAAG'S policy with respect to Transportation Systems Management (TSM) is set forth in the 1990 Stanislaus Area Transportation Plan. The Transportation Plan supports a variety of measures though no specific tasks are assigned to Turlock. SAAG also supports non-motorized transportation facilities, to serve as an alternative to the automobile, through allocation of two percent of Local Transportation Funds. Turlock supports SAAG programs for ridesharing services through a joint effort of SAAG, the San Joaquin County Council of Governments and Caltrans.

PUBLIC TRANSIT

Turlock's relatively small size and rural surroundings have resulted in a small role for public transportation. Only 0.5 percent of Turlock's workforce uses public transportation to travel to work. (See Table 5.3–A.) The City has developed with a strong orientation toward the use of the private automobile. A larger population and higher development intensities may help support a higher level of transit service. In May 1991, SAAG published the *Stanislaus County Transit Needs Study*, which describes existing service and makes recommendations about service changes.

Turlock Dial-a-Ride (DAR). The City operates a dial-a-ride system with eight mini-buses with a service area that includes Denair and other unincorporated parts of the Planning Area. Ridership has not kept pace with population growth; use of the system increased only 34 percent during the last ten years, compared to a 68 percent increase in population within the City limits alone. In 1992, the service operates between 7:30 a.m. and 5:30 p.m., 5 days a week, with a bus fare of 75 cents for adults and 50 cents for the elderly and handicapped. The Turlock DAR system serves an area of 10.2 square miles and a population of approximately 30,400. Average waiting time for service is about 30 minutes.

Intra-county Transit. The Modesto Turlock (MT) Stage, operated by Stanislaus County Transit, offers bus service between the two cities with additional connections to Ceres, Keyes and Denair. The MT Stage was initiated in 1981 and currently has eight daily runs Monday through Friday, all serving the 9th and I Street transfer center in Modesto. The *Transit Needs Study* recommends additional MT service, especially early and late in the day, and on Saturdays.

Inter-regional Transit. Two inter-regional bus companies, Greyhound and Trailways, serve the Turlock community. Trailways has only a drop station in the City. There is no pickup service or ticket sales office.

Residents of the Turlock community are also served by Amtrak, which runs on the Santa Fe Railroad tracks through Denair. The San Joaquin run offers short passenger trains that make four stops daily, providing direct rail access to other communities in the San Joaquin Valley, with connections to all other Amtrak routes and stations including national routes. There is a small passenger kiosk in Denair.

TABLE 5.3–A
TURLOCK EMPLOYED RESIDENTS'
MEANS OF TRANSPORTATION TO WORK, 1990

Means of Transportation	As Percentage of Total (13,876 Workers)
Car, Truck or Van:	
Drove Alone	79.5
Carpooled	12.8
Public Transportation:	
Bus or Trolley Bus	0.3
Streetcar/Trolley Car	0.1
Subway or Elevated Railroad	0.1
Motorcycle	0.2
Bicycle	1.3
Walked	3.3
Other Means	0.5
Worked at Home	1.9
Total	100.0

Sources: 1990 U.S. Census; Blayney Dyett Greenberg.

Guiding Policy

5.3-a Continue to cooperate with other agencies and jurisdictions to promote local and regional public transit serving Turlock.

Implementing Policies

5.3-b Adopt and implement a trip reduction and travel demand ordinance that is consistent with the requirements of the Stanislaus County CMP.

5.3-c Support efforts to re-route AMTRAK services to the Southern Pacific tracks.

5.3-d Continue planning studies regarding appropriate locations for a multi-modal transfer center in Central Turlock if a decision to transfer the service to the Southern Pacific route is made.

5.3-e Continue to support the MT Stage service provided by Stanislaus County.

The City has a grant from Caltrans to study alternative locations for the multi-modal center. As of Fall 1992, plans to switch the AMTRAK service appeared doubtful. Nonetheless, a multi-modal center in downtown Turlock would still be a useful facility offering shuttle service to Denair.

5.3-f Improve the City's dial-a-ride system. Aggressively pursue transit grant funds in order to continue a new bus purchasing program to replace ailing existing buses.

System reliability needs to be improved and response times reduced.

5.3-g At an appropriate time, undertake a study to evaluate feasibility of fixed-route transit service, either in place of, or in addition to the dial-a-ride service.

Experience of other communities indicates that fixed-route transit may be feasible when the population of the City reaches a threshold of 60,000 to 70,000.

5.3-h The frequency, routing and coordination of local transit services should be monitored for consistency with the requirements of the Stanislaus County CMP.

The County Congestion Management Plan includes minimum standards regarding these factors in an effort to enhance the coordination within the regional transportation system.

5.3-i Continue to consider the implementation and funding of feasible Transportation Systems Management techniques that may be effective in Turlock, including establishment of bikeways, park and ride lots, and coordinated transit services.

Over half of Turlock's employed residents worked in the City in 1990, as reported by the U.S. Census and shown in Table 2.9-A. This means that TSM techniques aimed at persons with long commutes are unlikely to be successful in the city. TSM programs need to reflect the City's particular employment and commute patterns in order to be successful.

5.4 PEDESTRIAN AND BICYCLE CIRCULATION

Turlock's flat topography and its mild rainfall are ideal for commuting and recreational bicycle riding, and walking. However, the scorching summer sun and unshaded streets can be deterrents to both bicyclists and pedestrians.

The Census data on means of transportation to work (see Table 5.3-A) does not reveal a significantly higher incidence of bicycle use compared to other communities in Stanislaus County (3.3 percent of the employed residents walked to work). The data, however, does not take into account CSUS students who ride bicycles to the campus.

The Plan encourages the use of walking and bicycling and recognizes three classes of bikeways:

Bike Path (Class I Bikeway). Provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with cross flows by motorists minimized.

Bike Lane (Class II Bikeway). Provides a restricted right-of-way designated for the exclusive or semi-exclusive use of bicycles with through-travel by motor vehicles or pedestrians prohibited, but with vehicle parking and crossflows by pedestrians and motorists permitted.

Bike Route (Class III Bikeway). Provides right-of-way designated by signs or permanent markings and shared with pedestrians and motorists.

Figure 5–2 depicts existing and future bikeways. Bike Paths and Lanes are consolidated in the Figure; the only existing Bike Paths are Del's Lane (Pedras Road to Hawkeye Avenue), Crowell School (Eastside) and CSUS (inside perimeter).

Guiding Policies

5.4-a Promote walking and bike riding for transportation and recreation.

5.4-b Recognize and meet the mobility needs of persons confined to wheelchairs.

The Americans with Disabilities Act (ADA) establishes requirements for accommodating disabled persons.

5.4-c Provide safe and direct pedestrian routes and bikeways between places.

Implementing Policies

5.4-d Implement land use policies designed to create a pattern of activity that makes it easy to shop, play, visit friends, and conduct personal business without driving.

The neighborhoods described in the Land Use and City Design elements are designed to promote non-motorized transportation and to make it easy for people who don't drive to be independent.

5.4-e Identify possible funding sources to make improvements necessary to implement the Bikeways plan depicted in Figure 5-2.

While the City has adopted a Master Bikeway Plan, an implementation program that includes priorities and a schedule needs to be established.

5.4-f Continue to designate a portion of the City's annual street construction and improvement fund for financing bikeway design and construction.

5.4-g Include requirements in the City TSM Ordinance for provision of bike-storage and other support facilities at employment sites and public facilities as a condition of project approval.

See also Section 5.3: Transportation Systems Management.

5.4-h Establish a program to encourage bicycle use among City employees.
Bike storage facilities and shower and locker rooms should be provided.

5.4-i Ensure that planting plans for street trees take into consideration shade and comfort for pedestrians and bicyclists.

Particular attention should be paid to places frequented by pedestrians, such as Main Street and other areas in Downtown and the Civic Center. Detailed measures relating to street trees are prescribed in Policy 7.4-e.

5.4-j Provide safe bicycle access to Pedretti Park.

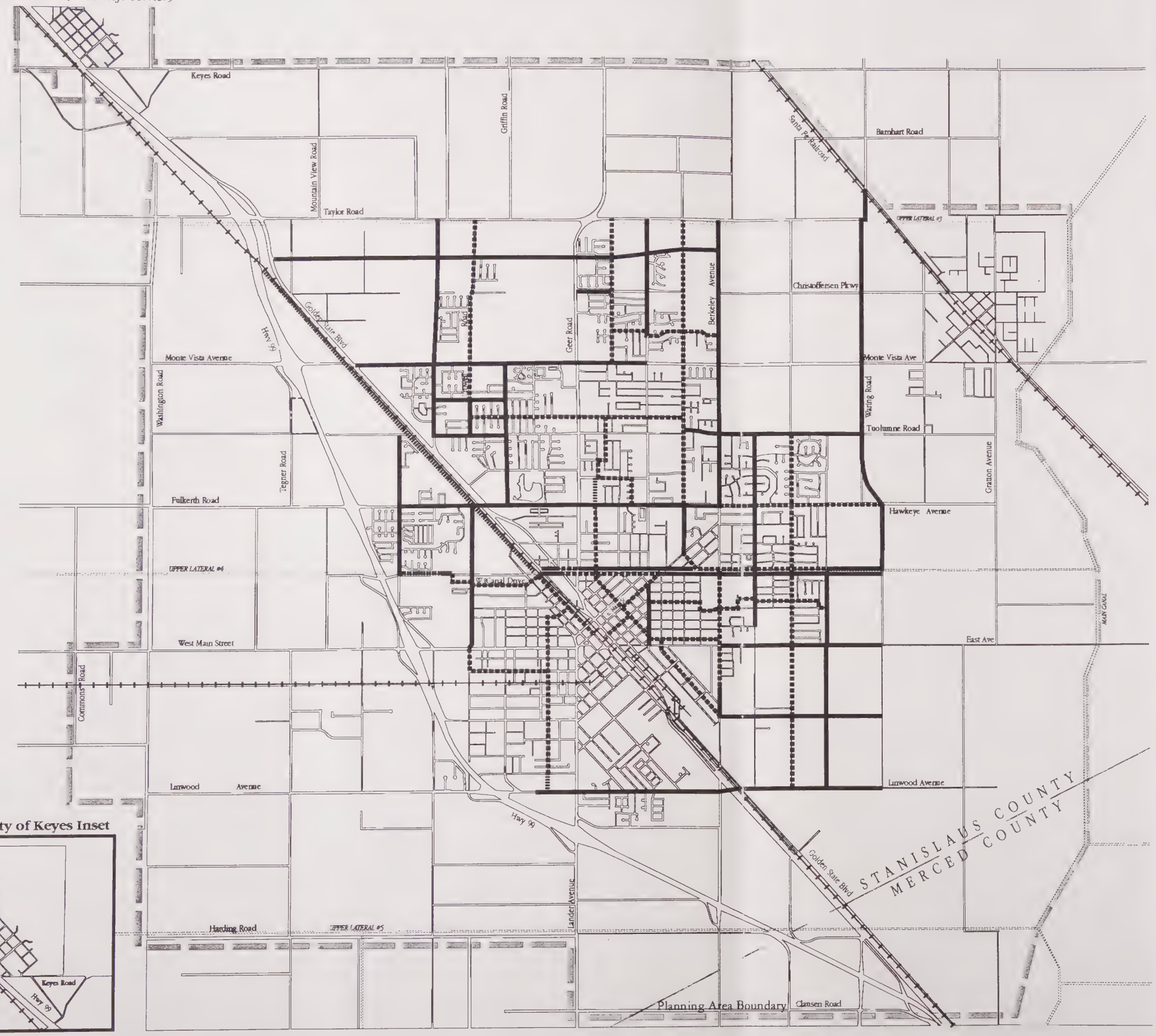
5.4-k Install and maintain bike storage facilities at principal bicycle trip ends including Downtown, CSUS, major employers, and higher density residential projects.

5.4-l Continue working with the Turlock School Districts to ensure that school district attendance areas are drawn so as to minimize crossings of expressways and major arterial streets.

5.4-m Provide safe bicycle access to and parking facilities at all community parks.

5.5 AVIATION FACILITIES

The City of Turlock owns a municipal airfield which is located approximately 8 miles east of the City off of East Avenue and Newport Avenue. The airport is not only outside the incorporated City limits but is also situated in the adjoining Merced County. The airfield facility was originally constructed by the federal government as an overrun field for Castle Air Force Base, located approximately twenty miles to the south in the community of Atwater. The City acquired the 640-acre site in the late



Bikeways

Figure 5-2

Bike Path (Class I)

Bike Lane (Class II)

Bike Route (Class III)

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

1940s through a transfer from the federal government under the Surplus War Property Act of 1944. Since that time the City has managed and operated the Airport as a small general aviation facility.

In 1951 the City sold 307 acres that were not being utilized for airport operations to a private land owner for an agricultural operation. The proceeds from the sale were reinvested into airport operations and improvements. Approximately 250 acres of the remaining airport property are now leased to a private operator for an agricultural operation.

Historically, the Turlock Airport has been operated under an airport lease or contract management agreement. Currently, the City has a management contract with a fixed-base operator that serves as an on-site manager for purposes of aircraft maintenance and fuel sales. The City provides administrative support in the form of rental of tie-downs and hangar spaces and the collection of monthly rental/lease fees. The City has also established an Airport Advisory Committee that advises the Council on operational aspects of the airport facility.

In 1992, approximately 60 aircraft are based at the Turlock Municipal Airport in a combination of open tie-downs, T-hangars, and fully-enclosed hangars. Less than half of these permanent fixed base aircraft are owned by Turlock residents. The present general aviation operations are estimated to include approximately 15,000 operations annually. It is estimated that two-thirds of these, approximately 10,000, are operations performed by aircraft that take off at one airport and land at another. The remaining one-third (5,000) are estimated to be local operations, those flying within the local traffic pattern or within a 20-mile radius of the airport.

In 1991 the City completed and adopted an Airport Master Plan Study. The study was coordinated with the City of Turlock, the Turlock Airport Advisory Committee, County of Merced, Merced County Airport Land Use Commission, Merced and Stanislaus Associations of Governments (COGS), Castle Air Force Base, the Federal Aviation Administration, CalTrans and other federal, State and local agencies. The Master Plan identifies future airport levels of service, future estimated general aviation demands, potential airport facility improvements, and possible management and organizational options to keep the facility active.

Historically, the City has maintained a general policy that the Turlock Municipal Airport will be a self-supporting facility. In other words, funds derived from the agricultural lease, the tie-down/hanger rentals, and a modest fuel flowage fee would be used to maintain and improve the facility. Unfortunately, income revenue has fallen behind operating costs resulting in an increasing subsidy (in excess of $36,000 in FY 91/92) from the City's General Fund budget to even marginally maintain the existing facility. However, in the fall of 1992 the City, with grant assistance from the California State Division of Aeronautics, undertook an improvement project to reconstruct the deteriorating runway and taxi-way. Approval of this grant required additional expenditures from the City in the form of grant-matching local contributions. This local match also came from the City's General Fund budget.

The State of California utilizes a model to assist local governments in determining the indirect economic benefits that generally result from a local airport facility. This model is based upon three general variables: the revenue derived from fixed base operation(s); the personal property taxes assessed on the private aircraft based at the facility; and the "visitor dollars" that the community received from transient aircraft frequenting the facility. In Turlock's case, there is little to suggest a positive impact in any of these areas. First, historically very little income in excess of operational costs has been received from the fixed base operators. Second, since the facility and it's fixed base aircraft are located in Merced County, the City received virtually no share of the personal property taxes paid by the aircraft owners. Third, since transient tie-down activity is virtually non-existent, there would appear to be little "secondary spin-off" revenue that could be expected from out-of-town visitors.

Guiding Policies

5.5-a Maintain existing facilities and operations at the Turlock Airport and seek to improve facilities as funding appropriations permit.

5.5-b Maintain compatibility of Turlock Airport operations with development in the surrounding area.

Coordination with Merced County Planning Department and the Airport Land Use Commission (ALUC) will be required.

Implementing Policies

5.5-c Continue to monitor and update as needed the Turlock Airport Master Plan including it's implementation programs.

The Master Plan addresses issues such as maintenance and upgrading of facilities and outlines the long-term objectives for the airport.

5.5-d Finance improvements to the Airport through user fees, and state or federal funds earmarked for general aviation facilities.

City General Fund subsidies should be decreased so that the facility will become more self-funding resulting in a more direct cost/benefit for those who use the facility.

5.5-e Consider the Master Plan recommendations to undertake an expanded analysis to determine alternative methods of airport ownership, management, and operation.

In acknowledging the declining level of local funding support, along with the continued need for airport improvements, the 1991 Airport Master Plan also identified possible management/ownership options for the airport. These options included full City management (no contract services), use of a Joint Exercise of Powers agreement with other public or private entities, and a California Aviation District management. Another possible option that might be worth exploring is ownership and management by a users-group organization.

Explore all feasible methods to increase responsibility of a positive user/benefit operation while decreasing a subsidy from the City General Fund.

5.5-f Encourage cessation of flight operations at the private airpark in south Turlock.

A small privately owned airpark is located in the southern part of the City and is subject to various use and size restrictions due to its proximity to Highway 99. This airpark is used only infrequently, primarily by ultra-light aircraft and radio-controlled model airplanes, and has generated complaints from neighboring residents.

The Plan recognizes the goal of discouraging the continuation of existing incompatible land uses throughout the planning area.

5.6 GOODS MOVEMENT

Truck Movement. Manufacturing is the largest single employment sector for Turlock residents; together with other industrial activities such as food processing and wholesale trade, it represents a significant part of Turlock's expanding economic base. Efficient regional connections are prerequisite to the expansion and continued operation of these industrial activities, as well as for the provision of goods and supplies to the other sectors.

In recognition of the special design consideration for truck routes, and to minimize neighborhood disruption, the City in 1984 adopted a resolution delineating special truck routes. Figure 5-3 depicts a comprehensive truck routing system for the City.

Railroad. Railroad activity includes approximately 18 freight train operations per day along the Southern Pacific Transportation Company (SPTCo) trackage, which passes through some residential areas, and a maximum of two local freight train operations per day on the local Union Pacific Railroad (UPRR) tracks. In addition, the Santa Fe tracks — on which Amtrak runs — pass through Denair.

Guiding Policies

5.6-a Promote the safe and efficient movement of goods with minimum disruptions to residential areas.

5.6-b Minimize the safety problems associated with the Southern Pacific Railroad, and the divisive effect of the track alignment on the City.

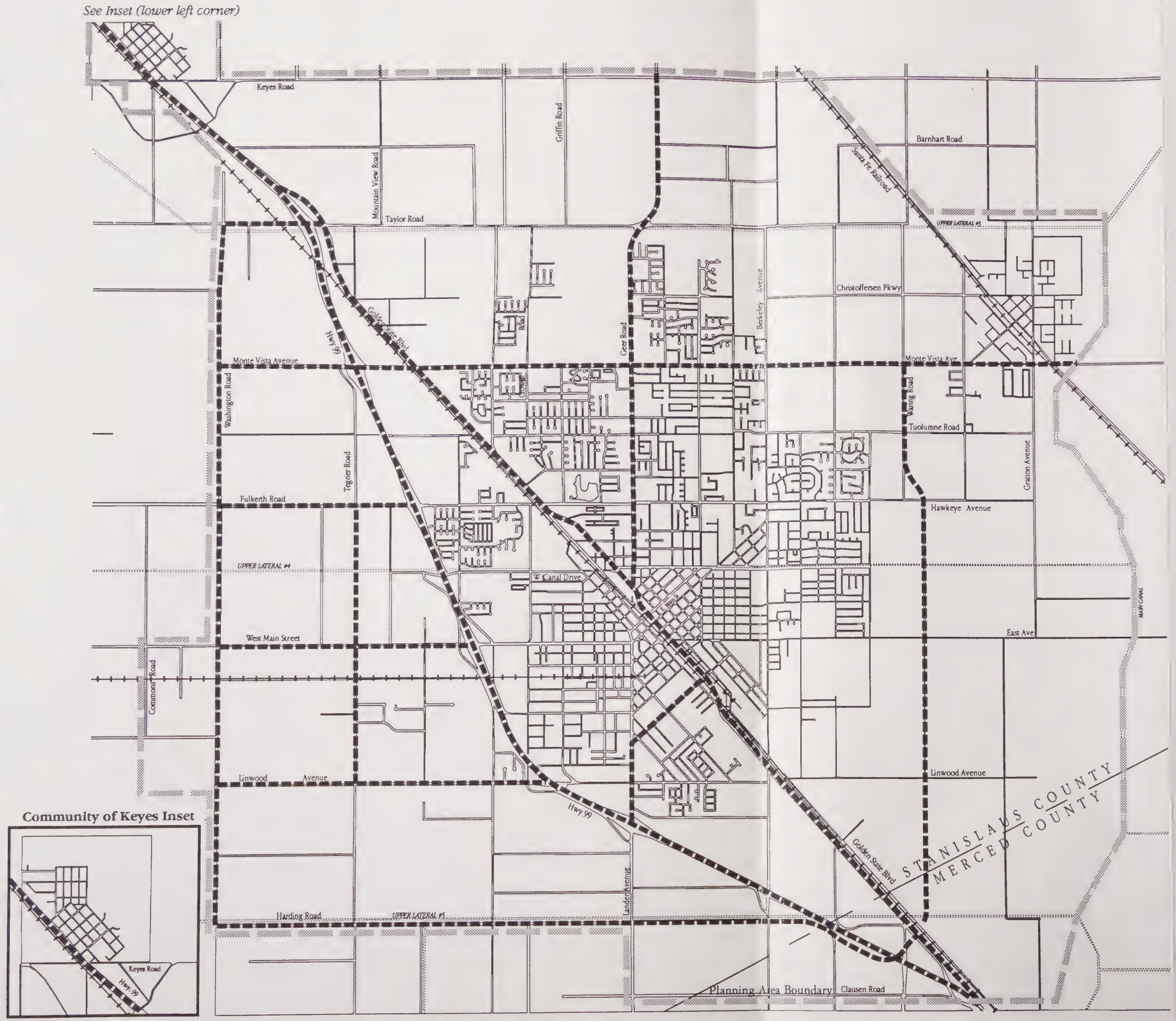
Implementing Policies

Truck Movement

5.6-c Incorporate provisions for trucks in the design of routes depicted for truck movement in Figure 5-3.

Truck Routes

Figure 5-3



Truck Route

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

5.6-d Continue industrial expansion so as to minimize the neighborhood impacts of truck movements.

Areas designated for industrial expansion in the Plan are to the west of Highway 99, which will continue to serve as a buffer between residential and industrial areas.

5.6-e Establish a signage system to direct trucks to the designated routes.

5.6-f Encourage high-security off-street parking for tractor-trailer rigs.

Locate parking in areas with demonstrated need and where police patrol can be provided. High visibility, including good lighting, should be provided.

5.6-g Explore possible funding sources, including user fees, to help finance truck routes and parking, at least in part.

5.6-h Locate thoroughfare commercial uses in areas easily accessible by trucks.

The Plan provides for development of a thoroughfare commercial hub in the area near Highway 99, Golden State Boulevard and Monte Vista Avenue.

5.6-i Explore the feasibility of establishing a new east-west truck route within the General Plan Study Area.

Railroad

5.6-j Continue the ongoing comprehensive program to improve the condition and safety of existing railroad crossings by upgrading surface conditions and installing signs and signals where warranted.

Special consideration must be given to improving access to Downtown. Establishment of special assessment or redevelopment districts should be considered. Expansion of the proposed Downtown Redevelopment District to include part of the tracks should also be studied.

5.6-k Explore potential for providing new grade-separated crossings across the Southern Pacific Railroad and Tidewater (UPRR) railroads.

The infrequent crossings across the Railroad represent a barrier to the closer integration of the north and south parts of the City.

5.6-l Establish a financing program for railroad crossing improvements through such mechanisms as a special assessment district (municipal revenue bonds) or tax-increment financing (redevelopment district).

Section 6
Open Space and Conservation Element

State law requires that four types of open space be addressed in an open space element. These are:

- Open space for the preservation of natural resources, including natural vegetation, fish and wildlife, and water resources.
- Open space for resource management, including agricultural and mineral resources.
- Open space for outdoor recreation, including parks and recreational facilities.
- Open space for public health and safety, such as flood-prone areas and earthquake fault zones.

OPEN SPACE INVENTORY

This inventory summarizes information about lands in each of the four open space categories listed in State law (Government Code Section 65560), making reference to other parts of the General Plan and to the Master Environmental Assessment prepared concurrently with the General Plan.

Several of the land use classifications used on the General Plan Diagram and defined in Section 2.1 apply all or in part to open space lands. The relationship between the four categories of open space and the classifications is described below.

Open Space for the Preservation of Natural Resources. The General Plan Diagram does not designate any lands specifically for the purpose of preserving natural resources, because no plant or animal species or areas of special concern have been located in the Planning Area (see discussion in Section 6.5). Pastures, vineyards, row crops, and orchards that are classified as Open Space for Resource Management, however, may serve as habitats or foraging areas for a variety of species.

Also sometimes classified in this category are natural surface-water bodies. None are found in the Planning Area, though surface water from outside the Planning Area is distributed for irrigation purposes by canals

owned and operated by the Turlock Irrigation District. Most of these are in areas designated for Agriculture on the General Plan, though some are within street rights-of-way (for example, Canal Drive).

Open Space for Resource Management. Resource management categories identified in the State Office of Planning and Research's *General Plan Guidelines* include forest lands, agricultural resources, soil resources, groundwater recharge areas, water bodies important for commercial fisheries, and mineral resources. In the Turlock Planning Area, lands in agricultural production and with potential for agricultural production are by far the most important of these categories of open space. No forest lands, water bodies, or significant mineral resources are found in the Planning Area (see Section 6.7).

Agricultural lands planned for long-term production are designated as "Agriculture" on the General Plan Diagram. Most of these lands have been designated as Prime Farmland by the U.S. Department of Agriculture's Soil Service. The State Department of Water Resources (DWR) has compiled information on crops for Stanislaus and Merced Counties. Maps depicting the USDA's soil classifications and the DWR crop data are included in the City's Master Environmental Assessment. The maps show that virtually all non-urbanized portions of the Planning Area are in agricultural production, with a preponderance of small parcels and a complex pattern of crop distribution. The most prevalent crop categories shown on the DWR maps are almonds, other nuts and fruits, grain, hay and field crops, truck and berry crops, and pasture.

Policies for the preservation and promotion of agricultural production in the Planning Area are found in Section 6.1.

The Planning Area is dependent on groundwater for water used for all non-irrigation purposes. Groundwater recharge areas have not been definitively mapped, though the recharge areas mapped by various sources are in general in the northern part of the Planning Area, overlapping to a considerable extent with lands designated for Agriculture by the General Plan Diagram.

Open Space for Outdoor Recreation. The General Plan Diagram's park and recreation classification includes existing and planned public recreation sites. (See Table 4.1-A for existing parks as of 1990.) Section 4.1 includes policies describing the General Plan program for public parks and recreation, including policies for linear recreation corridors along the irrigation canals' rights-of-way. Facilities for pedestrian and bicycle circulation, which often receive recreational use, and discussed in Section 5.4. There are no segments of the State Trail System in the Turlock Planning Area; the nearest State recreation facility is Turlock Lake State Recreation Area, northeast of the Planning Area.

Open Space for Public Health and Safety. Referring again to *General Plan Guidelines*, issues relating to this category of open space include geology and seismicity, slope stability, cliff erosion, flood-prone areas, and wild land fire risk. No open space lands in this category are designated on the General Plan Diagram. The Planning Area does not include any known geologic faults or areas of significant known geologic instability. The extremely level topography of the area means that risks associated with slopes are negligible. In addition, no parts of the Planning Area have been mapped by the Federal Emergency Management Agency (FEMA) as within the 100-year flood zone.

The one risk identified during the course of General Plan preparation that is potentially of significant impact though extremely improbable is the risk of flooding from dam inundation in the event of collapse of the New Don Pedro Dam. The entire Planning Area is within the dam inundation area. The General Plan Diagram does not designate any open space lands exclusively in the public health and safety classification.

OPEN SPACE PLAN AND ACTION PROGRAM

Every city and county in the State is required to prepare, adopt, and submit to the Secretary of the Resources Agency a "local open-space plan for the comprehensive and long-range preservation and conservation of open-space land within its jurisdiction" (Government Code Section 65563). As shown in Table 6-A, components of the Open Space Plan are found in several General Plan elements.

The open space plan must contain an "action program" consisting of specific programs which the City intends to pursue (Government Code Section 65564). The action program policies are the implementing policies found in each of the General Plan sections cited in Table 6-A below.

A conservation element is required to address issues relating to the management of natural resources to prevent waste, destruction, and neglect, often resulting in an overlap with the requirements of an open space element. The Open Space and Conservation Element integrates requirements of the two State-mandated elements. Open space for outdoor recreation is closely related to the provision of schools and public parks and is addressed in Section 4: Public Facilities and Services Element; and open space for public health and safety is addressed in Section 9: Safety Element.

TABLE 6-A
COMPONENTS OF OPEN SPACE PLAN

General Plan Section	Topic(s) Addressed
2.1	Definitions of land use categories, including Parks/Golf Course, and Agriculture
4.1	Parks and Recreational Open Space
5.4	Pedestrian and Bicycle Circulation
6.1	Agriculture
6.5	Vegetation and Wildlife
6.7	Mineral Resources

6.1 AGRICULTURE

The region's first settlement by people of European descent, as well as its first commercial agriculture, can be traced to ranchers who saw wealth in supplying food to Sierra gold miners. The first agricultural commodity was wild cattle, raised starting in the mid-1800s. Lack of profit in cattle raising because of difficult weather and shipping conditions prompted the introduction of sheep. A devastating flood in 1862, followed by drought and flock-disease, marked the end of widespread sheep-raising. The next phase of the area's agricultural evolution was experimentation with grain, which heralded an extensive switch to cultivation.

Mechanization was quickly introduced and the region became a leading producer of grains. Farming was successively aided by introduction of the railroad, formation of the Turlock Irrigation District, development of refrigerated shipping, and construction of the La Grange Dam on the Tuolumne River. Extensive farming gave way to intensive methods, and the cultivation of vineyards, orchards, truck crops, dairy products and poultry were introduced. These activities continue to be an integral part of the region's economic and social life. Despite dramatic city growth since the early pioneer days, Turlock still remains dependent on and surrounded by farms, orchards, and other agricultural activities.

As in other parts of the Central Valley, settlements were historically located in the center of rich agricultural lands. This means that urban expansion almost inevitably results in conversion of agricultural land to urban uses. The General Plan Diagram and Plan policies define the long-term edge between urban and agricultural activities, and support continuing agricultural production in the Planning Area.

AGRICULTURE IN THE PLANNING AREA

Most of the agricultural land in the Planning Area is found outside Turlock's corporate limits. A wide variety of crops are grown. Predominant among them are fruits and nuts, with almonds representing a major share.[1] Other area products are grain, hay, and truck and berry crops. About a fifth of the agricultural land in the Planning Area is used as pasture. (See Figure 6-1.)

[1]State Department of Water Resources, *Crop Maps for Stanislaus and Merced Counties.* 1987/88.

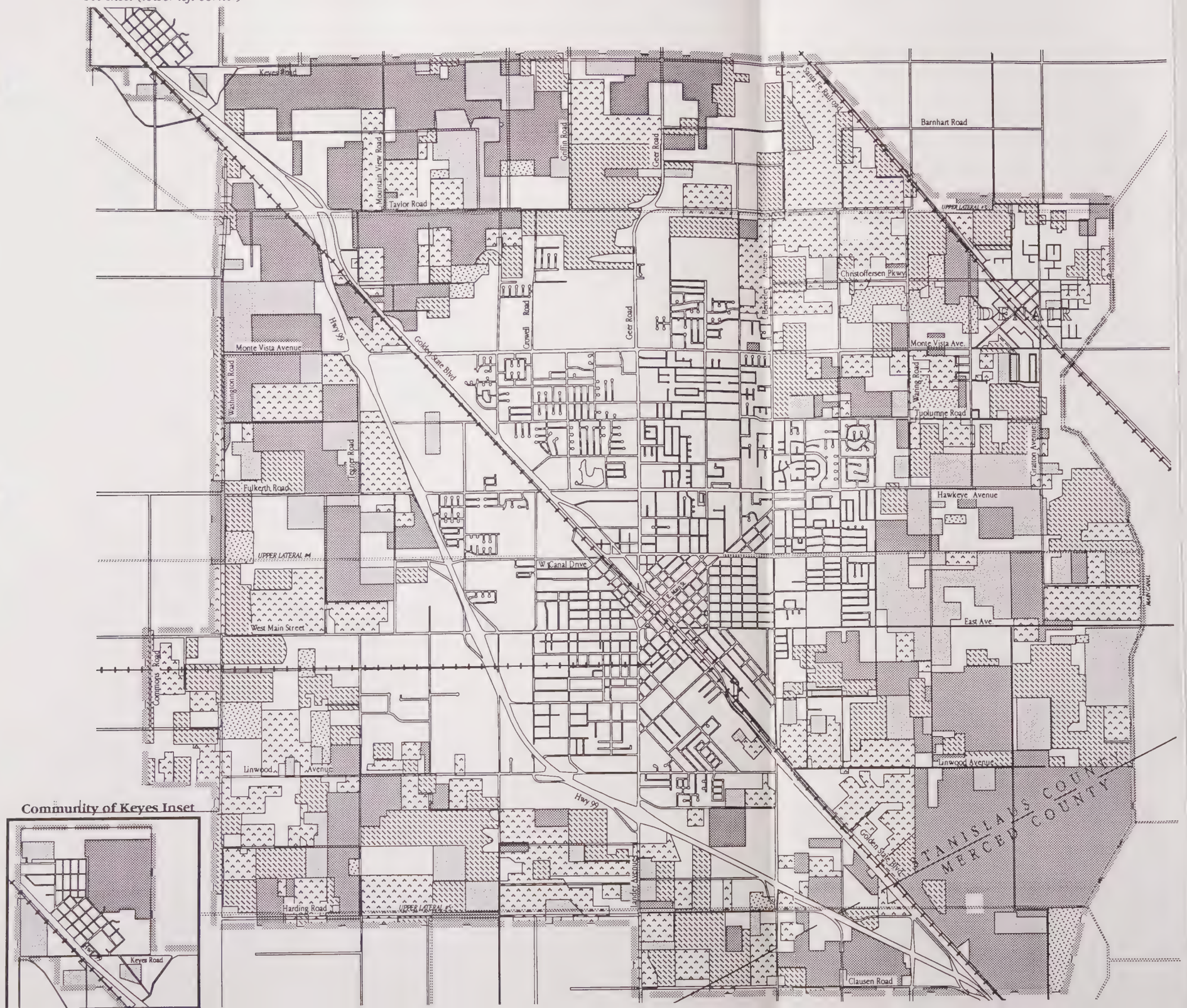
According to a 1991 study for the State Office of Land Conservation, while 11,960 acres of cropland in Stanislaus County was lost to urban conversion between 1977 and 1988, a larger amount of wildland (13,680 acres) was converted to irrigated cropland[2]. Net irrigated cropland increased by 1,400 acres over the 13 year period. According to the study, alfalfa and irrigated crops were the predominant crops on land that was converted, and the loss of orchards was minimal. Almond orchards accounted for 77 percent of the county's new croplands, in keeping with the overall regional trend of conversion of field crops to more lucrative, but often risky, vegetable, fruit, and nut crops.

Almost all farmland in the Planning Area is rated by the U.S. Department of Agriculture's Soil Service as either Prime or of Statewide Importance. (See Figure 6-2.) Prime Farmland is the most suitable for a variety of agricultural uses based on soil characteristics, irrigation, and other indicators. Farmland of Statewide Importance is distinguished from Prime Farmland because it is less desirable with respect to rooting depth, permeability, salinity or alkalinity, and/or erosion hazard. These classifications do not provide information about actual productivity of the land, which is also affected by availability of irrigation water, and the use of agricultural management techniques. Many valuable commodities (for example, milk) are produced in areas with relatively poor soils.

Recognizing that agricultural preservation policies should not be based solely on soil classification, Stanislaus County's 1992 General Plan Agriculture Element calls for a definition of "most productive agricultural areas" that takes into account soil ratings as well as other factors. Merced County's General Plan defines "productive agricultural land or soils" as those soils rated as prime or of statewide importance or unique on the State's Important Farmlands map, soils in Capability Classes I-IV on the USDA Soil Survey, as well as "poor soils that are presently or potentially producing agricultural commodities." (p. VII-1).

---

[2]Jones and Stokes, *The Impacts of Farmland Conversion in California*, 1991; based on comparison of Department of Water Resources maps.



Planning Area Crop Pattern

Figure 6-1

- Almonds
- Other Nuts and Fruits
- Grain, Hay and Field Crops
- Truck and Berry Crops
- Pasture
- Urbanized Area or Other Crops
- Planning Area Boundary

Source: California Department of Water Resources. *Crop Maps for Stanislaus and Merced Counties.* 1988. 1:24,000.

0 4000' 8000'

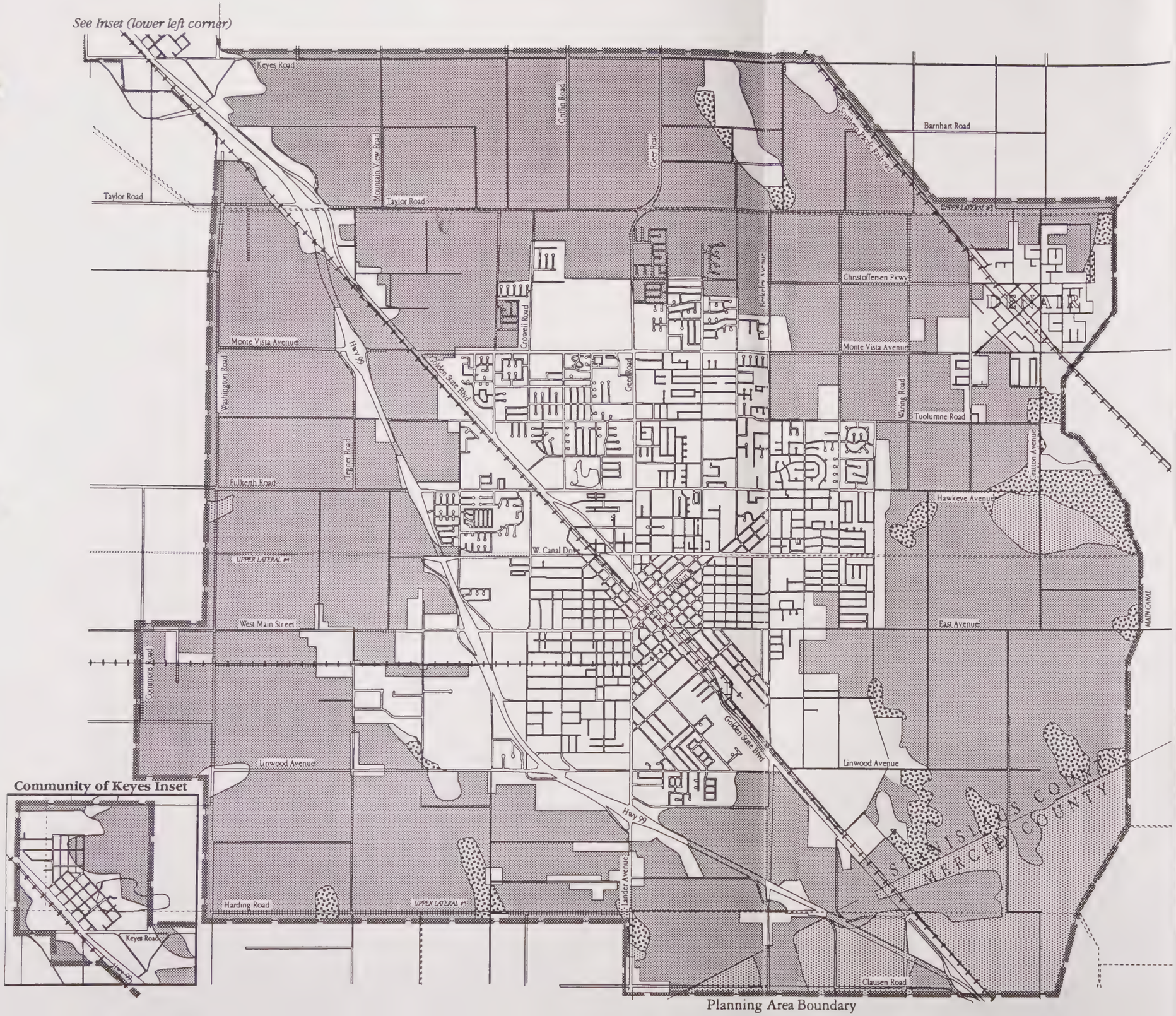
Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

Important Farmland

Figure 6-2



Prime Farmland

Farmland of State Significance

Unique Farmland

Farmland of Local Significance

Other Farmland or urbanized Land

Source: California Department of Conservation Farmland Mapping and Monitoring Program, 1988.

Note: Discrepancies in farmland classification for land bordering county line are due to differences in soil surveys classifications employed by each county.

0 4000' 8000'

Turlock

GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

ECONOMIC IMPACTS OF AGRICULTURE AND FARMLAND CONVERSION

In the early 1990s, the price of agricultural land at about $3,000 to $10,000 per acre compares with as much as $70,000 per acre for residential land and as much as $400,000 for prime commercial land in some parts of Turlock. This price differential, along with the uncertainty of farm income, helps to explain why farmland is vulnerable to conversion to urban uses.

Agriculture employs 11.1 percent of the labor force in Stanislaus County and over 25 percent of the civilian labor force in Merced County. (Employment Development Department, June 1990.) An estimated one-third of jobs in the region are directly or indirectly generated by agriculture while 7.5 percent of Turlock's labor force is engaged in direct agricultural operations (1990 Census). Stanislaus County agricultural employment increased by 20 percent between 1975 and 1988. Food-processing employment increased by 18 percent during the same period. Due to a relatively high increase in non-farm employment, which grew by 56 percent between 1975 and 1988, agriculture's overall share of employment is expected to continue to decline over the next few years, though in absolute terms employment levels are expected to remain fairly stable. The increased presence in the region of agriculture-based industries should lend greater support to agriculture in the future.

Agriculture's Regional Impacts. The economic effects of converting farmland extend to secondary impacts in many related sectors, such as food processing and farm services and equipment. The ratio of primary plus secondary economic impacts to primary impacts is termed a "multiplier." Table 6.1–A shows the contribution to regional income by each acre of land under different agricultural uses.

The larger multipliers for fruit, nut, and vegetable crops indicate that these crops have a much greater impact on the economy than do field crops. Also, because many of these crops are more labor intensive, loss of employment would be greater if land devoted to them were to be converted to urban use. However, because parcels are relatively small, and the Planning Area's crop pattern is both complex and changeable, it is not possible to designate lands for urban use in a manner that preserves only high-value crops.

TABLE 6.1-A
REGIONAL ECONOMIC IMPACT OF CROPS

	Production Yield Per Acre[1]	$ Value Per Unit	$ Value Per Acre	Multiplier	Per Acre Economic Impact
FRUIT AND NUT CROPS					
Almonds Meats	1,260.0	1.1	1,386	-	-
Almond Hulls	1.7	63.5	105	-	-
Almond Total			1,491	2.5	3,727
Apples	8.5	334.0	2,839	8.0	22,570
Grapes, mature	9.4	177.5	1,664	7.8	12,980
Peaches	16.4	209.7	3,445	6.0	20,672
FIELD CROPS					
Corn	4.0	110.0	440	2.4	1,056
Hay, Alfalfa	7.5	98.6	740	2.4	1,775
Rice	3.1	166.0	521	2.4	1,251
Wheat	2.0	135.0	270	2.4	648
VEGETABLE CROPS					
Beans, Green Lima	1.6	500.0	790	6.8	5,372
Broccoli	3.9	370.0	1,443	6.8	9,812
Cauliflower	4.0	432.0	1,737	6.8	11,809
Melons	12.0	202.0	2,426	6.8	16,497
Tomatoes	28.4	106.3	3,015	7.5	22,612

[1]All units are in tons, except for almond meats which are in pounds.

Sources: U.C. Cooperative Extension, 1979 - 1989; Stanislaus County Department of Agriculture, 1979 - 1990, Blayney Dyett Greenberg.

Economic Impacts of Conversion. At an average production value of approximately $1,800 per acre, conversion over the next 20 years of approximately 7 square miles (4,480 acres) of agricultural land contiguous to Turlock's city limits, which may be urbanized consistent with General Plan policies, will result in the loss of $8.1 million, in current dollars, of direct agricultural income annually. This is about 0.8 percent of Stanislaus County's gross agricultural income of 1.04 billion dollars in 1990 (Stanislaus County Department of Agriculture, 1991).

If secondary impacts were to be included, with a high multiplier of 4.9, loss of income associated with agriculture would be about $10,050 for each acre of land converted to other uses. Economic losses would be offset by the value of urban development, but agricultural productivity in the Planning Area is likely to be irreversibly diminished. Over a wider geographic area, however, conversion of wildland to agriculture is likely to compensate for loss of productivity.

Guiding Policies

6.1-a Retain Turlock's agricultural setting by limiting urban expansion to designated areas, providing additional industrial land suitable for agricultural industry, and minimizing conflicts between agriculture and urban activities.

6.1-b Require development at densities higher than typical in recent years in order to limit the amount of land needed for expansion while accommodating urban growth.

Historic densities in older single-family neighborhoods range from 4 to 5.5 units per gross acre. This compares with averages of 4.1 for subdivisions built in 1987, 4.7 for those built in 1988 and 3.8 for those built in 1989.

6.1-c Maintain a compact urban form to minimize the urban/agricultural interface; manage the interface by requiring buffers to reduce conflicts between uses.

See policies on residential/agricultural buffers in Section 7.1.

6.1-d Annex residential land to the City only as it is needed, consistent with policies in Section 2.7 and in the City's Residential Growth Management Program.

The Program specifies that City staff will reject as premature any application proposing prezoning and annexation of land that is not contiguous to the City's existing urban limits or that is not within the City's Primary Sphere of Influence.

6.1-e Support the implementation of Stanislaus County's Agricultural Element and Right-to-Farm ordinance.

The County's ordinance establishes a number of mechanisms designed to protect normal agricultural operations from pressures that can be created by urban neighbors.

6.1-f Work to protect and restore natural resources essential for agricultural production.

The quality of soil, air and water affect agricultural productivity. Policies are in other sections of this Element.

6.1-g Support efforts to reduce air quality problems created in part by agricultural operations.

The San Joaquin Valley is a nonattainment area for PM-10 (airborne particles 10 micrometers or less in size). PM-10 pollution is correlated with a variety of respiratory illnesses, and the Environmental Protection Agency (EPA) believes PM-10 exceedances contribute to damaging the Valley's crops and trees. The PM-10 Nonattainment Area Plan adopted for the San Joaquin Valley in November 1991 reports that farming operations related to tilling and harvesting activities account for about one-third of the entire valley's PM-10 emissions. (See also Section 6.3.)

Implementing Policies

6.1-h Retain Highway 99 as the western boundary of residential neighborhoods.

Other uses equally take up land and result in loss of agricultural production, but conflicts are fewer and historically the city's non-residential edges have been more stable.

6.1-i Require a permanent buffer to be established between residential and agricultural activities along the long-term urban edge of Turlock.

See policies in Section 7.1 for buffer standards. The Agriculture chapter of the 1990 Merced County General Plan and the 1991 Stanislaus County General Plan Agriculture Element both call for buffers between urban and agricultural uses. Coordination with both counties will be necessary to assure successful implementation of buffer requirements.

6.1-j Support agricultural industry within the city but not in the unincorporated portions of the Planning Area.

Stanislaus County permits agricultural industry on land designated by the General Plan for agriculture, but if adjacent or near the city, industrial activity would blur the city's edge and could create demand for annexation and city services. Industrial development within the city is encouraged. (See policies in Section 2.5.)

6.1-k Participate in inter-jurisdictional efforts to improve agricultural practices in order to reduce pollution and health problems associated with particulate matter production and use of agricultural chemicals.

Projects may be undertaken by the San Joaquin Valley Unified Air Pollution Control District, SAAG, or other organizations.

6.1-l Include analysis of agricultural impacts as part of environmental documents for plans and projects.

Loss of agricultural land at the project and cumulative scales should be considered.

6.1-m Do not annex agricultural land unless urban development consistent with the General Plan has been approved, except when prezoning for industrial use, or when retention as agricultural land is desired to create a separation between communities consistent with the General Plan Diagram.

Agricultural production should be located in the unincorporated area, not in the City.

6.1-n Support participation in the Williamson Act program by Planning Area landowners.

About half of the farmland in the Area is under Williamson Act contract;[3] the exception is the southeast quadrant where there is little land under contract. Part of the southeast area is in Merced County, which does not participate in the Williamson Act program. Under the Williamson Act program, farmers agree not to develop their land for 10 years in exchange for a lower tax rate, whereby they are taxed on the land's income-producing value, rather than its "highest and best use." In order to cancel participation in the program before 10 years have elapsed, farmers must pay a penalty of 12.5 percent of the land's fair-market value and attend a public hearing. Owners of about 20 parcels in the Planning Area have applied for cancellation of their Williamson Act contracts.[4] Most of these parcels are along Taylor Road.

6.1-o In locations where agricultural activities may affect nearby residences, require that all deeds recorded include a Right-to-Farm Notice.

This would affirm Stanislaus County's Right-to-Farm Ordinance, by requiring a disclosure notice identical to that used in Stanislaus County, at locations to be identified on a case-by-case basis.

---

[3]Blayney Dyett Greenberg estimate from information supplied by the Stanislaus County Planning Department, 1991.
[4]Williamson Act Contract book and list of Notices of Non-renewal. Stanislaus County Assessor's Office. Updated 1991.

6.2 WATER QUALITY AND CONSERVATION

The discussion below summarizes water quality and conservation issues in the Planning Area. For a more detailed discussion, see the Master Environmental Assessment.

The Central Valley's agricultural productivity is dependent on the availability of water for irrigation. Cropland in the Valley received about 22 million acre-feet of irrigation water annually during 1961-77; about half of it was groundwater[5]. This amounts to about 20 percent of the United States groundwater pumpage.

The high variability in the availability of surface water in the Valley places added importance on groundwater as a source of irrigation water. Use of groundwater during the last 100 or so years has had major impacts on the aquifer system, such as decline in water levels and depletion of aquifer storage. Groundwater is currently the sole source of domestic water for the Planning Area.

GROUNDWATER HYDROLOGY

There are three interconnected bodies of groundwater in the Planning Area — the unconfined/semi-confined aquifer, which is freshwater in the alluvium above the E-clay[6], the confined aquifer contains in the alluvium beneath the E-clay; and saline groundwater in the older marine sediments and rocks beneath the fresh water.

Water Depletion and Recharge. Groundwater levels fluctuate with seasonal rainfall, withdrawal and recharge. Estimates indicate that about 7 percent of pre-cultivation groundwater storage in the Central Valley has been depleted. Due to the regional nature of the groundwater aquifer system, actions within the Planning Area alone are not sufficient to curtail the decline in groundwater levels. Within the Turlock Irrigation District boundary area, the City's draw from the underground aquifer is less than 5 percent per year of total pumping.

[5] Williamson et al. (1989).
[6] The E-clay, also known as the Corcoran clay, is a blue to gray silt/clay layer which occurs in the middle of the older alluvium throughout the Planning Area.

Rainfall in the TID averages about 12 inches per year, much less than evapotranspiration. The resulting average annual water deficit of about 30 inches is made up by import of about 27 inches of water (600,000 acre-feet) into the Turlock region annually, mostly from the Don Pedro Reservoir, and a net withdrawal of about 3 inches (72,500 acre-feet) from aquifer storage. The urban use of groundwater is much smaller — approximately 30,000 acre-feet per year. During 1961–77, groundwater withdrawal from aquifer storage in the Central Valley as a whole averaged about 800,000 acre-feet/year.

Most groundwater recharge comes from surface application of water in the form of agricultural irrigation — lawn irrigation, precipitation and septic tank seepage account for only a small share of the recharge. In Turlock, recharge to the unconfined/semi-confined aquifer is primarily by irrigation water. Recharge to the confined aquifer is primarily by direct interflow from the top aquifer.

Groundwater Levels. Depth to groundwater in the Planning Area varies from about 35 feet in the eastern part to about 15 in the west and is projected to increase to as much as 90 feet by the year 2020[7]. Between 1976 and 1988, overall water level in the Turlock Irrigation District dropped about 10 feet.

While land subsidence due to declining groundwater levels has been a significant problem in many areas of the Central Valley, there are no records of any subsidence in the Planning Area or its immediate vicinity.

GROUNDWATER QUALITY

Surface water, primarily from agricultural irrigation, percolates over time along with contaminants to the deep water table. In the TID area, groundwater quality in the unconfined/semi-confined aquifer system varies from poor to good.[8] Of all areas in the District, the incidence of well-water contamination is least in Turlock.

---

[7]Brown and Caldwell, *Turlock Irrigation District Phase I Final Report*, 1989.
[8]*Ibid.*

Contamination of groundwater is associated with naturally occurring radioactivity, chloride and trace metals, and with human activity. Nitrate is the most commonly occurring contaminant in the area. It has been introduced into groundwater from fertilizers, septic systems, and possibly livestock. Analysis performed between 1977 and 1988 indicated average level of nitrates in the City wells to be 17mg/liter, much lower than that at any location in the TID, though five wells exceeded the TID objective of 34 mg/liter. The objective was also exceeded by a well each in Keyes and Denair. Two wells in Turlock exceed the radionuclides objective.

While current contamination trends hold out a much better prognosis for Turlock than the TID as a whole, in the absence of alternative sources of supply, increased demand on water is likely to result in continued deterioration of groundwater quality. This is likely to result in need for well-head treatment and possibly abandonment of some wells.

WATER CONSERVATION

Conservation Efforts. Prompted by the recent drought and water shortages, in March 1991, the City passed a Water Conservation and Education Ordinance. The ordinance aims to accomplish conservation through restricting the times of outdoor residential water use. It is too early to tell if the program will result in reduction of water use, or if it will merely shift consumption to the unrestricted times.

In Fall 1991, the City adopted Landscape Water Conservation and Irrigation Guidelines with an aim to reduce the current share (about 50 percent of the total) of water use for residential and commercial landscaping.

Guiding Policies

6.2-a Continue efforts to safeguard the quality and availability of Turlock's water supply.

Adequate early planning will prevent water supply from becoming a constraint to growth.

6.2-b Undertake steps to minimize the depletion of groundwater reserves.

Aquifer depletion is a valley-wide problem. Use of groundwater for irrigation, over which Turlock has little control, is the prime reason for the declining groundwater levels. The recent extended drought has also been a contributing factor.

Implementing Policies

6.2-c Continue to participate in studies investigating future domestic water supply alternatives; evaluate future source alternatives, including the TID-sponsored surface water project at an appropriate time.

Declining aquifer levels and possible contamination may combine to make groundwater an expensive sole source of domestic water. Exclusive or conjunctive use of surface water, treatment of groundwater, water reclamation and reuse, and increased conservation efforts all may offer long-term solutions to Turlock's water needs. The extent to which the City relies on any of these alternatives is likely to be governed by fiscal and political considerations.

6.2-d Continue water conservation efforts.

The recently adopted landscape water conservation and irrigation guidelines, and installation of telemetry are steps in the right direction.

See also policy 4.3-h (Storm Drainage) relating to the use of porous materials in outdoor spaces.

6.2-e Use storm or recycled water for the planned golf course and continue its use for other non-domestic purposes, such as public parks and street tree irrigation.

6.2-f Undertake a cost/benefit analysis to determine the efficacy of metering the entire water-supply system and to identify funding alternatives to implement this conversion.

The absence of water meters in homes constructed prior to January 1992, and the associated difficulty of monitoring consumption by individual

connections, is likely to diminish the impact of conservation measures. Experience of other communities indicates that installation of meters alone often results in reduced consumption. The cost of constructing and operating new wells should be weighed against the cost of metering existing connections. Consistent with State law, all homes constructed from January 1992 onwards are required to be equipped with water meters.

6.3 AIR QUALITY

Turlock is part of California's largest air basin — the San Joaquin Valley Air Basin. The Basin is a receptor of pollutants transported from the Bay Area and the Broader Sacramento air basins, and a contributor to the Broader Sacramento, Southeast Desert, and Great Valley air basins.

The Basin is a "nonattainment area" for Ozone (O_3) and fine particulate matter (PM-10). It has an attainment standing for nitrogen dioxide, sulfur dioxide and lead. Because current data is insufficient for sulfates, hydrogen sulfide and visibility, the Basin has "unclassified" status for these remaining categories. State ozone standards were exceeded on 32 days in Stanislaus County and on 17 days in Turlock in 1990. Fresno, Modesto, and Stockton are non-attainment and Bakersfield has been designated "nonattainment transitional" for carbon monoxide, a pollutant that is not monitored in Turlock. The pollution problem in the Basin is "severe" as attainment of the state O_3 and CO standards is not anticipated until after the end of 1997.[9]

The Master Environmental Assessment (MEA) contains a detailed discussion of existing air quality in the Planning Area and the Basin, federal and State air quality standards, and plans and policies of the San Joaquin Valley Unified Air Pollution Control District (SJVUAPCD).

Guiding Policies

6.3-a Continue efforts to improve air quality in Turlock.

---

[9]San Joaquin Valley Unified Air Pollution Control District, *1991 Air Quality Attainment Plan.*

6.3-b Cooperate with regional and other agencies in conducting studies and developing and implementing air quality standards and regulations.

Implementing Policies

6.3-c Implement measures that promote alternatives to automobile use.

Gasoline powered motor vehicles are the largest single source of pollution in the Planning Area. Promotion of alternatives to automobile dependency is a theme of the Plan — the Land Use, Circulation, and City Design elements address the subject in detail.

6.3-d Continue the present policy of not permitting any residential uses within a one-half mile radius of the Sewage Treatment Plan.

Because of this policy, complaints of odor from the Plant have been few.

6.3-e Prevent residential development to the south or west of Highway 99.

Prevailing southward winds are likely to carry pollutants from these sources to the residential areas.

6.3-f Require installation of clean-burning equipment that uses wood pellets for all residential projects that include fireplaces or wood-burning stoves.

6.3-g Cooperate with the San Joaquin Valley Unified Air Pollution Control District to implement indirect source review policies when the program is established.

6.3-h Update the Theme Streets, Subdivision Street Trees and Standards (Resolution 88-130 adopted by the City Council) to incorporate newly designated streets as well as criteria stipulated in Policy 6.3-i.

6.3-i Consider the effect of air pollutants on trees and the role trees can play in removing particulate matter and gaseous pollutants when updating the street tree requirements and standards.

See also policies 6.3-h, 6.4-e, and 7.4-e relating to street trees.

Studies have shown that immediately adjacent to arterial streets, the lead content of air can be about 15 times as high as "normal." Hardy trees, or those adapted to such conditions, are likely to do much better over time with less care than trees that are unsuited.

Rows of trees planted close together and selected and spaced to provide a buffer between the streets and the surrounding areas (such as by a combination of low and high branching trees planted in alternate rows) can be effective in filtering fumes and particulate matter.

The update of the street tree ordinance should also consider reducing existing spacing standards between trees. Spacing standards vary from 40 to 60 feet for all streets on the list; in older areas, such as along Sycamore Street, tall trees are planted as close as 20 feet apart.

6.3-j Establish tree-planting standards for the permanent agricultural buffer.

See also Section 7: City Design.

6.3-k In consultation with SJVUAPCD, promote public awareness about air pollution, and in conjunction with local media, urge voluntary restraint or postponement of use of fireplaces and wood stoves, charcoal lighter fluid, pesticides, aerosol products, oil-based paints, and automobiles and other gasoline engines on smoggy days.

6.3-l Consider carbon monoxide levels at intersection when evaluating the need for intersection improvements.

6.4 ENERGY CONSERVATION

Over 90 percent of the energy consumed in California in 1991 came from fossil fuels[10]. Transportation accounted for about half that amount and industrial uses comprised about 30 percent of all energy consumed. Residential use of energy was limited to about 12 percent of the total. Three-quarters of the total petroleum consumed was by the transportation sector.

Many measures that offer major potential for overall energy savings are beyond the scope and authority of a general plan; for example, federal and State laws regulate vehicle-fuel efficiency; residential-appliance standards are established by the California Energy Commission; building standards are regulated by the Uniform Building Code; and federal regulations govern the construction of manufactured housing and mobile homes. The policies outlined below, then, focus only on measures not preempted by federal or State regulations that can appropriately be influenced through the General Plan.

Guiding Policies

6.4-a Promote a broad range of measures that result in a decrease in the number of automobile trips and vehicle-miles travelled.

Savings in transportation-related energy use offer the greatest potential for reduction in fossil fuel consumption, though the effect of local land use policies on the overall decrease can only be moderate.

6.4-b Encourage energy efficiency through good urban design and site-planning practices, as well as through building design, maintenance and retrofit.

Implementing Policies

6.4-c Maintain a compact form and a land-use pattern that offers alternatives to automobile use and reduces trip-lengths.

The City Design, Circulation, and the Public Facilities elements outline detailed measures pertaining to this policy.

---

[10]California Energy Commission, *The 1992-1993 California Energy Plan.*

6.4-d As part of the residential design review process, review all development pursuant to Energy Conservation Guidelines (Appendix B of the General Plan).

These guidelines should be made available to all interested developers and designers and could be incorporated as part of the residential design guidelines when they are prepared. The local street network requirements (Section 7.4) have been designed to facilitate east-west streets with north-south oriented houses, a historic pattern of residential development in Turlock.

6.4-e Adopt a comprehensive tree-planting and maintenance program.

Studies have shown that urban development is universally accompanied by creation of "heat islands." Concrete, asphalt, brick, stone, and other materials that replace the natural cover of orchards or crops absorb heat more quickly, store it in greater quantities and cool off less rapidly. The result is that urban areas are warmer than the surrounding countryside, even for many hours after sunset, resulting in greater discomfort and increased need for space conditioning. The temperature difference between a large unshaded parking lot in an urban area and the surrounding countryside can be as high as 15 - 20°F. Plants and water also absorb solar radiation, but expend much of the energy by evapotranspiration, resulting in heat loss rather than gain. Research has demonstrated the effectiveness of carefully planted urban vegetation in reducing ambient air temperatures on hot summer days.

6.4-f Continue to support TID and Pacific Gas and Electric programs to encourage retrofit measures such as weather-stripping and insulation for decreasing energy use in existing residential structures.

A sizeable portion of the residential structures in Turlock were constructed before energy efficiency standards were established, and should be improved.

6.4-g Prepare and implement a plan to promote energy savings in public buildings and streets.

The public sector can serve as a role model for energy conservation. Measures could include employee education, use of lights that need infrequent replacement and automated lighting controls in buildings.

6.4-h Consider conversion of City fleet vehicles to ones that use methane generated from the wastewater treatment plant.

6.5 VEGETATION AND WILDLIFE

Up until about 150 years ago, Turlock was a part of a larger grass- and marsh land where wild animals roamed freely. Settlement, livestock raising, and intensive agriculture have significantly altered the landscape and destroyed all traces of most native plant and animal species and their habitats.

No plant or animal species on the federal or State Rare, Endangered or Threatened lists are known to exist with certainty in the Planning Area, though habitats such as pastures, vineyards, row crops, and orchards in the Planning Area may provide foraging areas for some of these species, and others that are candidates for listing. There are no riparian areas or vernal pools in the Planning Area — the only large surface-water bodies are irrigation canals and man-made retention basins such as Donnelly Lake. Table 6.5–A summarizes the sensitive plant or animal species that may occur in the Planning Area; the Master Environmental Assessment contains a more detailed discussion of existing vegetation and wildlife.

Guiding Policy

6.5-a Make efforts to enhance the diversity of Turlock's flora and fauna.

Street trees should be included in the effort. See Policy 7.4-e.

TABLE 6.5-A
SENSITIVE PLANT AND ANIMAL SPECIES THAT MAY[1] OCCUR IN THE PLANNING AREA

Common Name	Latin Name	Status			
		Federal	State	CNPS	R-E-D
Amphibians					
Western Spade Foot Toad	*Scaphiopus hammondi hammondi*	2R	none	na	na
California Tiger Salamander	*Ambystoma tigrinum californiense*	FC2	none	na	na
Reptiles					
Giant Garter Snake	*Thamnophis gigas*	1R	Threatened	na	na
Birds					
Tricolored Blackbird	*Agelaius tricolor*	FC2	none	na	na
Mammals					
Great Western Mastiff Bat	*Eumops perotis californicus*	FC2	none	na	na
Plants					
Merced Monardella	*Monardella leucocephala*	FC1*	none	1A	none
San Joaquin Valley Orcutt Grass	*Orcuttia inaequalis*	FC1	Endangered	1B	2-3-3

[1]Presence not firmly established.

FEDERAL
* = possibly extinct
FC1 = Federal Category 1 Species: taxa for which the US Fish and Wildlife Service has sufficient biological information to support a proposal to list as Endangered or Threatened.
FC2 = Federal Category 2 Species: taxa for which existing information suggests the species may warrant listing, but for which substantial biological information to support a proposed rule is lacking.

STATE
1R = Recommended for Category 1 status
2R = Recommended for Category 2 status
SE = State-listed Endangered
ST = State-listed Threatened

CNPS = California Native Plant Society.
Also name of one of their ranking systems. See below.
1A = Plants presumed extinct in California.
1B = Rare, threatened or endangered in California and elsewhere.

R-E-D
Ranking system used by the CNPS.
R (Rarity):
2 = Occurrence confined to several populations or to one extended population.
E (Endangerment)
3 = Endangered throughout its range
D (Distribution)
3 = Endemic to California

Sources: California Natural Diversity Data Base (CNDDB); U.S. Fish and Wildlife Service; California Native Plant Society (CNPS); Blayney Dyett Greenberg.

Implementing Policies

6.5-b Consider creation of suitable habitats that can support a variety of plant and animal species in designing new open spaces such as large community parks.

6.5-c Consider establishment of special environmental review procedures, such as site reconnaissance and certification by a biologist, as part of the project development application process if new information to support existence of a Rare, Endangered, or Threatened species becomes available.

The Rare, Endangered, or Threatened plant species sighted elsewhere in the region are either vernal pool species or are presumed to be extinct in California and unlikely to be present in the Planning Area.

6.6 WASTE MANAGEMENT AND RECYCLING

SOLID WASTE

The City contracts with a franchise hauler to collect garbage and recyclables at curbside. Garbage is taken to the transfer station on Walnut Road, and from there to the Fink Road landfill near Crows Landing, or to the waste-to-energy facility adjacent to the landfill. The waste-to-energy facility reduces the volume of waste going into the landfill by about 90 percent. According to the City's Department of Utilities, the landfill — the only one operating in Stanislaus County — has enough capacity for the next 14 years (to the year 2008).

In accordance with Public Resources Code Section 41000 *et seq.*, a goal of 50 percent waste stream diversion through reduction and recycling has been established. In May 1992, the City's Franchise Agent implemented a dramatic new program to reduce Turlock's waste stream. Instead of voluntary separation by the resident, the program provides three separate bins to each home throughout the City. The largest of these is a 90-gallon container reserved exclusively for garden refuse. Next is a 65-gallon container for all recyclable materials, which are separated by the refuse company after pick-up. Finally, each household is limited to one 32-gallon container for non-recyclable household wastes.

HAZARDOUS WASTE

Contaminated Sites

The Stanislaus County Hazardous Waste Management Plan (CHWMP), which was also adopted by Turlock (1991), identifies industrially zoned sites potentially suitable for locating hazardous waste management facilities. In Turlock, an area in the southwest quadrant of the City is identified for the purpose. As of 1992, there are no hazardous waste facilities operating or planned in the Planning Area. Any projects that may be proposed will be subject to review as per criteria stipulated in the CHWMP.

Sites with contaminated soil and groundwater are also identified in the CHWMP. There are two known contaminated sites in the City:

- Valley Wood Preserving, located on Golden State Boulevard, is a former wood preserving company that is undergoing clean up by the property owner. Groundwater and soil contamination by copper, arsenic, and hexavalent chromium have been identified on the site.

- The Turlock Sales Company on 4924 East Keyes Road is an industrial equipment wrecking yard as well as a storage and sales facility for government surplus equipment, steel tanks, and miscellaneous chemicals. Contaminants such as asbestos, various acids, lubricants, and metal lubricants have been found on the site.

As of June 1991 there were over 100 sites contaminated by leaking underground storage tanks in the County, 25 of which were in Turlock. The Stanislaus County Department of Environmental Resources is working with the State Department of Health Services and the Regional Water Quality Control Board to determine the level of clean up needed at these sites.

SOURCE REDUCTION AND RECYCLING

Public Resources Code Sections 41000 and 41300 *et seq.* require each city and county in the State to prepare a Source Reduction and Recycling Element (SRRE) to meet waste diversion reduction goals of 25 percent by 1995 and 50 percent by 2000.

Turlock's SRRE is currently (1992) being reviewed by the County. The SRRE includes source reduction activities for household hazardous waste such as substitutes for caustic or corrosive substances, solvents, paint products, aerosol products, pesticides, herbicides, and fertilizers. At this point in time, there are no means to accurately report the quantity of household hazardous waste that is currently being diverted through source reduction activities.

The study details means of reducing commercial and industrial sources of pollution as well. Funding and public information components are also included.

HOUSEHOLD HAZARDOUS WASTE

In 1991, Government Code Section 65583.1 became effective, requiring that each city and county prepare a separate Household Hazardous Waste Element (HHWE), formerly a component of the SRRE. The HHWE identifies a program for the safe collection, recycling, treatment and disposal of hazardous wastes that should be separated from the solid waste stream and are generated by households. Like the SRRE, funding mechanisms to support the program and a public information program are also included.

The Turlock HHWE is a separate document from the CHWMP. The former deals specifically with household hazardous waste while the latter is a more general plan dealing with all types of hazardous waste.

The Turlock HHWE was adopted and submitted to the County on July 1, 1992. It is currently (1992) being reviewed by the County. When final, it will be incorporated into a single plan known as the Countywide Integrated Waste Management Plan (CIWMP), comprised of the Countywide Siting Element and the SRREs and HHWEs for the County and for each city in the County. The CIWMP is expected to be complete in early 1993.

Turlock currently participates in several household hazardous waste programs. The Countywide Household Hazardous Waste Collection Program (CHHWC) provides public education and collection services for the entire county. In addition to the countywide program, Turlock operates a curbside collection program for used motor oil. Also, it is

common practice for automobile parts retailers to accept used lead batteries whether or not a new battery is purchased. Less widespread, though still in operation, is the collection of used mercury batteries by some retail stores and institutions.

In 1992, the County opened its first household hazardous waste permanent collection facility on Morgan Road in Ceres. The County is proceeding with plans to establish a mobile pick-up unit for household chemicals and other hazardous materials.

Guiding Policies

6.6-a Reduce the generation of solid and hazardous waste. Promote recycling.

6.6-b Cooperate with State and County efforts to reduce generation of waste, increase recycling and reuse, and provide safe waste disposal sites.

Implementing Policies

6.6-c Implement measures specified in the Source Reduction and Recycling Element and the Household Hazardous Waste Element.

Prepared in response to Public Resources Code Sections 41000, 41300, et seq. and Government Code Section 65583.1, both documents have been submitted to the County for review and inclusion in the CIWMP. It is anticipated that CIWMP adoption and implementation will allow the City to meet its State-mandated goals of source reduction and recycling.

6.6-d Meet the mandatory waste diversion goals set by the State of 25 percent by 1995 and 50 percent by 2000; reduce the disposal of household hazardous waste in landfills by 75 percent in 1993 and 95 percent in 1997.

6.6-e Work with Stanislaus County to ensure the availability of adequate landfill capacity for Turlock's solid waste.

According to the City's Department of Utilities, the County's Fink Road landfill has enough capacity for the next 14 years (until 2008). In the

interim, development of more efficient methods of waste disposal may obviate the need for more landfill capacity.

6.6-f Maintain for public review an up-to-date inventory of identified hazardous waste sites in the City. This information should be identified and addressed if needed as part of Turlock's review and analysis of each discretionary development proposal.

All currently identified contaminated sites are listed in the Master Environmental Assessment (MEA).

6.6-g Work with landowners to encourage clean-up of contaminated sites.

The City should not approve a use change or any development project on a contaminated site until such time as the site is cleaned to a level where it is no longer hazardous.

6.6-h Update the MEA periodically, to include information on all known contaminated sites in the City.

6.7 MINERAL RESOURCES

The Planning Area is underlain by two geologic units, the Modesto Formation and Riverbank Formation. Both are comprised of alluvial fan deposits which include sand, gravel, silt, and clay. The Modesto Formation is estimated to range in age from about 9,000 to less than 100,000 years old, while the Riverbank Formation is estimated to range from about 130,000 to 450,000 years old.

At this time, the State Division of Mines and Geology is not aware of any historic or current mining operations within the Planning Area, other than minor excavations for fill material, which is not considered a significant resource. The only significant mineral commodities that might be found in the two formations mentioned above are sand and gravel for road and building construction, although at this time there are no known significant deposits. The sources of most sand and gravel used in the road and construction industry in the Planning Area are from mining operations along the Tuolumne River and Merced River.

The DMG's forthcoming *Mineral Land Classification in Stanislaus County* study will provide more detailed information on mineral resources within the Planning Area. The study is expected to be complete in 1993.

Guiding Policy

6.7-a Cooperate with regional agencies to protect significant mineral resources in the Planning Area that may be identified in the future.

Currently, the State Division of Mines and Geology is conducting a study on mineral land classification of Stanislaus County, expected to be complete in early 1993, that will provide more detailed analyses of mineral resources in the Planning Area.

Implementing Policy

6.7-b When and if significant mineral resources are discovered in the Planning Area, work with regional agencies to determine a course of action to protect the resources.

Section 7
City Design Element

One of the main reasons a community commits an exceptional amount of time, energy and dollars to planning is to create a more beautiful and desirable place to live. Turlock residents sent a concise message to City policymakers during the public input process of this General Pan Update: "New development in the community must be attractive."

While a City can establish specific building standards to enhance it's attractiveness, the "visual quality" and the physical well-being of a community is made up of much more than the specific design of individual buildings. It requires the City to examine its geographical setting, recognizing those things that contribute to its visual interest, and develop strategies to encourage their preservation and enhancement. It also includes a serious commitment by the City for public and private improvements that will enhance the image of Turlock in the eyes of both residents and visitors.

The City Design Element addresses the design, use and management of the physical elements that shape Turlock. It seeks to promote visual quality and a fit between residents' needs and city form. While the focus is on issues of citywide concern, critical issues at a more local or area-specific scale are also examined.

7.1 CITY FORM

OVERALL FORM

Turlock's form is compact. The City has steadily grown outward since its inception, but the edges of growth have not reached neighboring communities, and will not do so under General Plan policies. Growth has taken place in all parts of the City, though the thrust of recent expansion has been to the north and northeast. The Plan seeks to maintain Turlock, Keyes, and Denair as free-standing communities, surrounded by farms and orchards, over the next 20 years.

Historically, the establishment of affluent neighborhoods on the town's northeast side and demarcation of a major portion of the southwest for industrial use was influenced by the southward flow of prevailing winds.

Though differences between the north and the south parts of the City have persisted, conscious efforts have been made to avoid a division. For example, sustained community efforts in the early 1960s led to the present alignment of Highway 99 where it skirts the City to the south, unlike in some other parts of the Valley where the Highway traverses through many communities. Nonetheless, the Southern Pacific Railroad, with its infrequent street crossings, and the adjacent Golden State Boulevard continue to represent a barrier to closer integration of the north and southwest parts of the City.

CHARACTER AND MIX OF USES

Turlock's historic areas are characterized by a diverse mix of uses within short distances. Department stores, smaller shops, restaurants, offices, single-family residences, apartments, automobile dealers, repair shops and civic offices can all be found within a one-quarter mile walking distance of the City's center. Small blocks limit development to a fine-grain, and a continuous street network with frequent intersections keeps visual interest at a high level.

In contrast to this, a diversity of uses and housing types is the exception in most new parts of the City. Growth has led to increased distances between Downtown and new residential areas, creating a need for convenience shopping and services closer to new residences. Strip-retail along arterials emanating from Downtown — principally Golden State Boulevard and Geer and Lander roads, but also West Main Street and East Avenue — somewhat fulfills this role, but the large distances between these retail areas and some recent residential developments points to the need for alternative growth patterns. Particularly in the north, all new commercial development is concentrated along Geer Road. The lack of neighborhood shopping opportunities means that some residents must drive as far as two miles for everyday necessities.

URBAN-AGRICULTURAL EDGE

Turlock's existing well-defined urban edge reinforces its image as a town close to the country, a value cherished by many residents. But the proximity of agricultural operations to urban uses also creates conflicts affecting both farmers and urban residents.

The impacts of urban encroachment on farm production include increased farmland theft and vandalism, farmers' liability for personal injury, spread of crop pests, restrictions on use of pesticides, and noise, odor and burning restrictions[1]. Although Stanislaus County has had a right-to-farm ordinance since 1981, which was replaced by a new right-to-farm ordinance in 1992, State and local restrictions and complaints by urban residents often compel modification of farming practices. Increased costs and conflicts at the urban edge can make conversion of agricultural land to urban uses not just an attractive proposition, but a necessity.

As with many cities surrounded by agriculture, some of these conflicts already exist in Turlock. With growth, some of the established edges between agriculture and urban areas are likely to change, exposing new households to farming activities, though the Plan calls for maintaining a defined urban-agricultural edge.

Conflicts relating to farming at the urban-agriculture interface can be minimized by using organic farming practices, or switching to crops that produce fewer conflicts, maintaining on-farm buffer zones or by having a 'greenbelt' around the City. In 1992, Stanislaus County adopted an Agricultural Element for the General Plan that calls for buffers between agricultural and non-agricultural uses — exact width of the buffer is to be determined on a case-by-case basis. Also, a city form that minimizes the perimeter is likely to result in fewer conflicts, while an enlarged perimeter would likely bring more residents into direct contact with agricultural operations.

Guiding Policies

7.1-a Maintain Turlock, Keyes and Denair as free-standing communities.

7.1-b Maintain a compact growth pattern to avoid sprawl and preserve agricultural land and open space.

7.1-c Minimize conflict between urban and agricultural uses.

---

[1]Jones and Stokes, *The Impacts of Farmland Conversion in California*, 1991.

7.1-d Provide a mix of uses and activities in various parts of the City.

(See also policies in Section 7.3: Neighborhood Design.)

A mix of uses is likely to result in more even development of the different parts of the City and provide facilities and services closer to where people live.

Implementing Policies

Compact Form

7.1-e Continue present policies of requiring growth to be contiguous to existing urban development.

These policies have worked well to ensure a compact and contiguous pattern of growth and efficient provision of services to new developments.

7.1-f Work with LAFCO to modify the primary and secondary spheres of influence to conform to the growth pattern depicted on the Plan Diagram and restrict development outside the depicted spheres.

See Figure 2-3.

7.1-g Prevent premature expansion of non-industrial uses to the west of Highway 99.

At time of future expansion, the area west of Highway 99 should be considered for non-industrial and agricultural uses only after development depicted on the Plan Diagram has been accomplished.

7.1-h Encourage infill development on vacant parcels through incentives and streamlined approval process for projects.

Direction of Growth and Phasing

7.1-i Ensure that growth in the areas and directions depicted on the Plan Diagram is achieved through establishment of spheres of influence, phasing and project approvals.

Also see policies in Section 2.7: Growth Management.

Urban-Agricultural Buffer

7.1-j Continue urban expansion in a form that minimizes the potential for urban-agricultural conflicts.

A square or a circular city form, with minimal jags, creates a shorter edge of potential conflict than other forms. Also, it prevents creation of finger-like protrusions of urban development into agricultural territory which tend to exacerbate conflicts.

7.1-k Require establishment of permanent buffers between residential and long-term agricultural uses as a condition of project approval. The following buffer will be required of each project at the urban-agricultural edge:

Permanent. These are designated on the Plan Diagram in places where continued agricultural uses in areas adjoining residential development is anticipated over the 20-year Plan horizon. Permanent buffers will be 300 feet wide on average and 200 feet wide at a minimum. In addition to uses permitted in the temporary buffers, churches, cemeteries, estate residences, and orchards using organic growing practices are permitted. An internal transfer of density, as a mechanism for achieving permanent maintenance of open space will be permitted in cases where parcels are located partially within areas designated for urban uses.

Mix of Uses

7.1-1 Restrict development of large enclaves of a single use. Support efforts that lead to a mix of compatible uses and activities in different parts of the City.

See Land Use Element and other sections of this element for detailed implementation policies.

7.2 DOWNTOWN

The Downtown is roughly one-half-mile square (160 acres), consisting of a core commercial area of approximately 90 acres, and residential, civic and heavy commercial uses at the periphery. It owes its location and geometry to the Southern Pacific Railroad. Historic records indicate that the town survey started at what is now the southeast corner of the intersection of Center and East Main streets. From there, as in most towns of the San Joaquin Valley, an orthogonal street network was extended out parallel and perpendicular to the railroad tracks. Newer parts of the town were laid out in true cardinal directions; the transition between the new grid and the older diagonal one is never clean and is often disorienting.

The emergence of newer shopping centers in recent years, principally along Geer Road, has reduced Downtown's share in the retail and commercial growth experienced by the City. The shopping complexes along Geer Road rival the retail in Downtown in size and exceed it in activity. Geer Road has better access and orientation to the automobile, proximity to newer neighborhoods, easier parking and larger sites than Downtown. Rents and sales per square foot are about twice as high as in Downtown.

Compared to the newer shopping centers, Downtown, with its narrow streets, short blocks (typically 400-foot square), and historic buildings, is more appealing and better suited to exploration on foot. However, it lacks both a critical mass of supporting activity and attractions that could draw people from afar.

A survey conducted as part of the 1992 Downtown Plan estimates the amount of commercial space in Downtown to be about 1.4 million square feet. One quarter of the 0.8 million square feet of retail space is taken up by automobile dealers, and home furnishings account for the next largest group of businesses. Eating and drinking establishments, specialty retail and apparel stores together constitute about 350,000 square feet of space. The survey does not consider Downtown's present condition as being prosperous. Banking establishments, the post office and other service establishments have been strong stabilizing elements, and cooperative marketing efforts, such as the Farmer's Market, have increased Downtown's visibility.

Long-term viability. Downtown's long-term economic viability will depend on its ability to compete not only with the newer shopping centers, but more critically with regional discount and retail operations, such as Walmart and a regional mall, that are under consideration or have been approved. Its success will depend on specialty stores offering wider selection than department stores, competitive pricing by merchants, and a pleasant environment for pedestrians where one-of-a-kind shops, restaurants and entertainment facilities can attract patronage from the entire City and beyond.

The 1992 Downtown Plan. The Downtown Plan offers a comprehensive urban design, parking-landscape framework, and a funding mechanism for implementation. Circulation aspects of the Downtown Plan, however, need to be coordinated better with the General Plan.

Guiding Policies

7.2-a Continue efforts to preserve and enhance Downtown.

Continuing viability of the Downtown is of economic as well as symbolic value to the City. Downtown has scale and character that is hard to replicate in shopping centers elsewhere. The Downtown Plan offers a starting point for guiding Downtown's growth into the future.

7.2-b Encourage development of Downtown as a mixed-use, day and evening activity center. Encourage office and residential development near Downtown, but minimize conversion of established residences to offices.

There is no strong competing location for accountants, attorneys, dentists, realtors, engineers, and other local-serving office tenants, unless they provide medical services and need to be near the Emanuel Hospital.

Implementing Policies

7.2-c Implement the 1992 Downtown Plan.

7.2-d Establish a redevelopment district as a financing tool to assist Downtown improvement efforts.

7.2-e Establish an urban design and historic preservation district as proposed by the Turlock Historic Preservation Committee.

7.2-f Designate the Carnegie Library building, now registered in the National Register of Historic Places, as the ARTS CENTER for the City of Turlock.

7.2-g Establish methods for inducing storefront rehabilitation and seismic upgrading of unsafe structures.

7.2-h Establish a street tree planting program.

7.2-i As part of the Downtown implementation program, underground overhead utilities.

7.2-j As part of the Capital Improvement Plan, protect and maintain old street lights along North Broadway and other routes, through repair, consolidation and replacement with replicas, despite the fact that replacement with conventional fixtures may be less expensive.

7.2-k Prevent large concentrations of commercial and office uses within neighborhood centers outside Downtown.

Neighborhood Design policies restrict the amount of development that can be accommodated in the new neighborhood centers.

7.2-l Improve access to and within Downtown. Issues addressed should include entrances to Downtown and signage.

For detailed policies refer to the Downtown Master Plan.

7.2-m Direct Downtown expansion southward.

Growth in population and the desire of several service-commercial and industrial operations to move elsewhere presents an opportunity to expand Downtown to increase accessibility from the south and serve as a link between the north and south parts of the City.

7.2-n Facilitate and encourage development of mixed-use projects in Downtown.

Current zoning regulations limit building heights in Downtown to 70 feet or to six stories, whichever is less. The latter should be replaced with a 3.0 FAR standard, which will permit greater flexibility in the design and mix of uses. Residential should continue to be permitted as a conditional use.

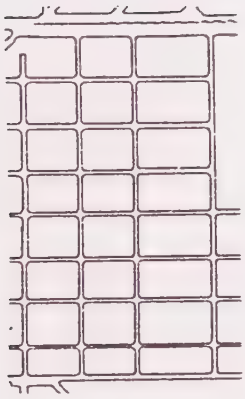
7.2-o Preserve residential areas north and east of Downtown.

These areas are well established and contribute to the diversity of scale and use near Downtown. Permitting non-residential uses will create pressure on surrounding residences to convert to other uses as well. Current zoning will need to be modified to reflect the Plan.

7.3 NEIGHBORHOOD DESIGN

Turlock has a rich variety of neighborhoods and housing types, ranging from older, established ones with traditional layouts and mature landscapes, to emerging ones at the edge of the City.

EARLY NEIGHBORHOODS



Turlock's older areas are close to Downtown. Most are within one-half mile or about 10 minutes on foot. These areas are marked by a continuous fine-grained orthogonal street pattern, with houses fronting on east-west streets.

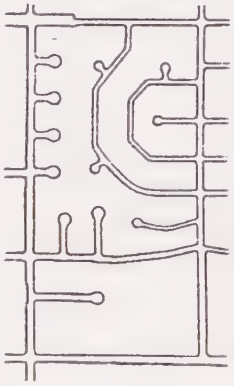
Early residential development in the City is typified by the area between Berkeley Avenue, Canal Drive, Minaret Avenue and East Avenue. Streets are lined with tall large-canopy trees providing shade and a sense of enclosure. A typical block is about 400 feet x 320 feet, and the average lot is narrow and long — 50-foot wide and 150-foot deep (about 7,500 square foot lots). Residential densities in the area generally range from 4 to 5.5 units per gross acre, with streets and public rights-of-way accounting for about 12 percent of the total area. Parking access is provided from the rear via alleys that run through the block, which effectively provide a pedestrian/bicycle connection every 175 feet or so.

The overall block pattern in the older residential areas of the southwest part of the City is very similar, but densities are somewhat higher. Variation in lot size and housing type is also greater.

CONTEMPORARY NEIGHBORHOODS

The historic pattern of continuous and shaded streets, mid-block alleys and rear-accessed garages was gradually replaced, initially by "front-accessed" garages in the late 1950s and 1960s, and later by developments in the 1970s that did without the alleys altogether. Townhomes and apartments were first introduced around 1970, but the two largest developments are barely three years old.

Recent subdivisions and residential projects in Turlock are generally unsuccessful in addressing the relationships between adjoining residences and of dwellings to public spaces. Many have perimeters defined by sound walls or parking drives and introverted streets terminating in cul-de-sacs. Streets, both internal and public, are often lined with garages or parking, both in single-family and apartment developments. This pattern of development is most evident in the northeast, an area that has seen much recent growth, but can also be found in many other parts of the City. Many new neighborhoods also lack proximity to convenience shopping, neighborhood services and parks.



As a result of the introverted nature of the new residential neighborhoods, use of public spaces is often limited to adjoining residences; an example is Bristol Park on Castleview Drive. Streets lined with garages lack the visual engagement and security provided when living areas directly face yards, sidewalks and streets. Wide and unshaded streets with few interconnections are likely to discourage pedestrians and bicyclists.

Density of Recent Subdivisions. The average density for subdivisions approved in the years 1989 through 1991 ranges from 3.8 to 4.7 lots per gross acre. Variation in density, and the resultant diversity in housing type and size among recent subdivisions is quite small. Few developments approved are at a density greater than 6 lots per gross acre, and higher density developments are generally on infill sites smaller than 5 acres in size.

Apartment Density. Average net density for apartment projects is about 20.5 units per acre. While a 15-year-old development has a density as high as 37 units per net acre, most recent developments have been closer to about 20 units per net acre.

HISTORIC AND CONTEMPORARY PATTERNS COMPARED

The resurgent interest in the traditional development pattern of deep and narrow lots with rear garages, and the current demand for small-lot residences (for details see Housing Element), calls for an examination of its relative benefits. This historic pattern offers distinct advantages over typical contemporary subdivisions:

- A more public orientation. Streets are fronted by living spaces instead of garages, providing greater visual interest, better sense of community, safer sidewalks, and larger viewing distances from living spaces.

- The absence of curb-cuts allows uninterrupted tree-planting and increased space for on-street parking.

- The lack of driveways results in larger front yards.

- Deep lots allow location of quieter indoor spaces at a greater distance from through traffic than is achievable in shallower lots.

- Narrow lots can be serviced more efficiently resulting in lower improvement costs.

Gross residential densities achieved in the historic and contemporary subdivisions tend to be quite comparable. However, the advantages of narrow lots, especially small ones, are quickly lost if they are fronted by two- or three-car garages that occupy almost the entire street-frontage.

NEIGHBORHOOD DEVELOPMENT

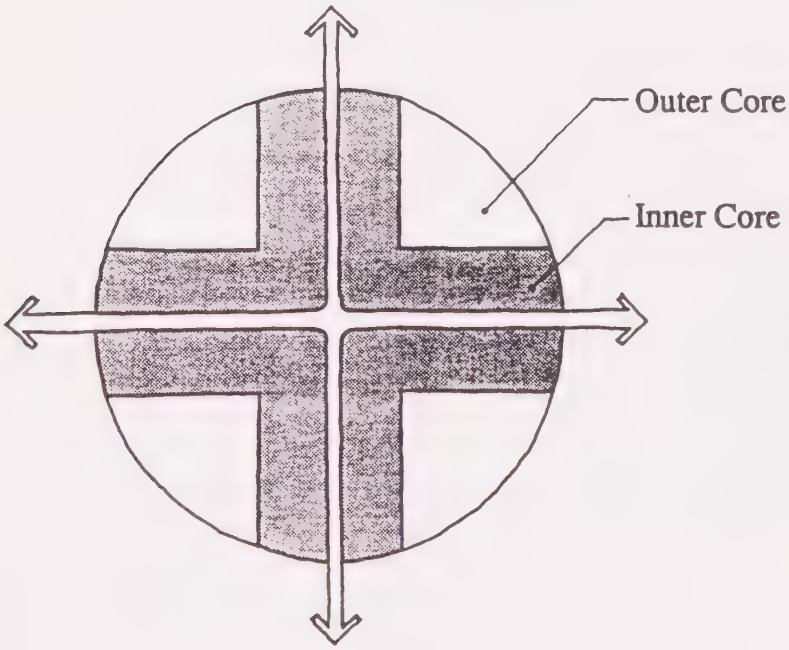
The General Plan depicts residential growth in the form of neighborhoods. The neighborhoods are planned to contain a mix of uses and housing types and to provide convenient access to commercial and service functions used on a frequent basis. They will be integrated with the existing urban development and provide a continuity of street network.

The neighborhoods will have fairly loose edges but well-defined centers. They are sized to accommodate existing urban development and access conditions. At currently designated residential densities, an average-sized neighborhood will accommodate about 4,000 to 4,250 units, or about 11,000 to 12,000 residents — enough to support a neighborhood retail center. (See Table 7.3-A.)

Neighborhood Centers. The centers will contain a mix of uses and intensities that will provide focus and a sense of community to the

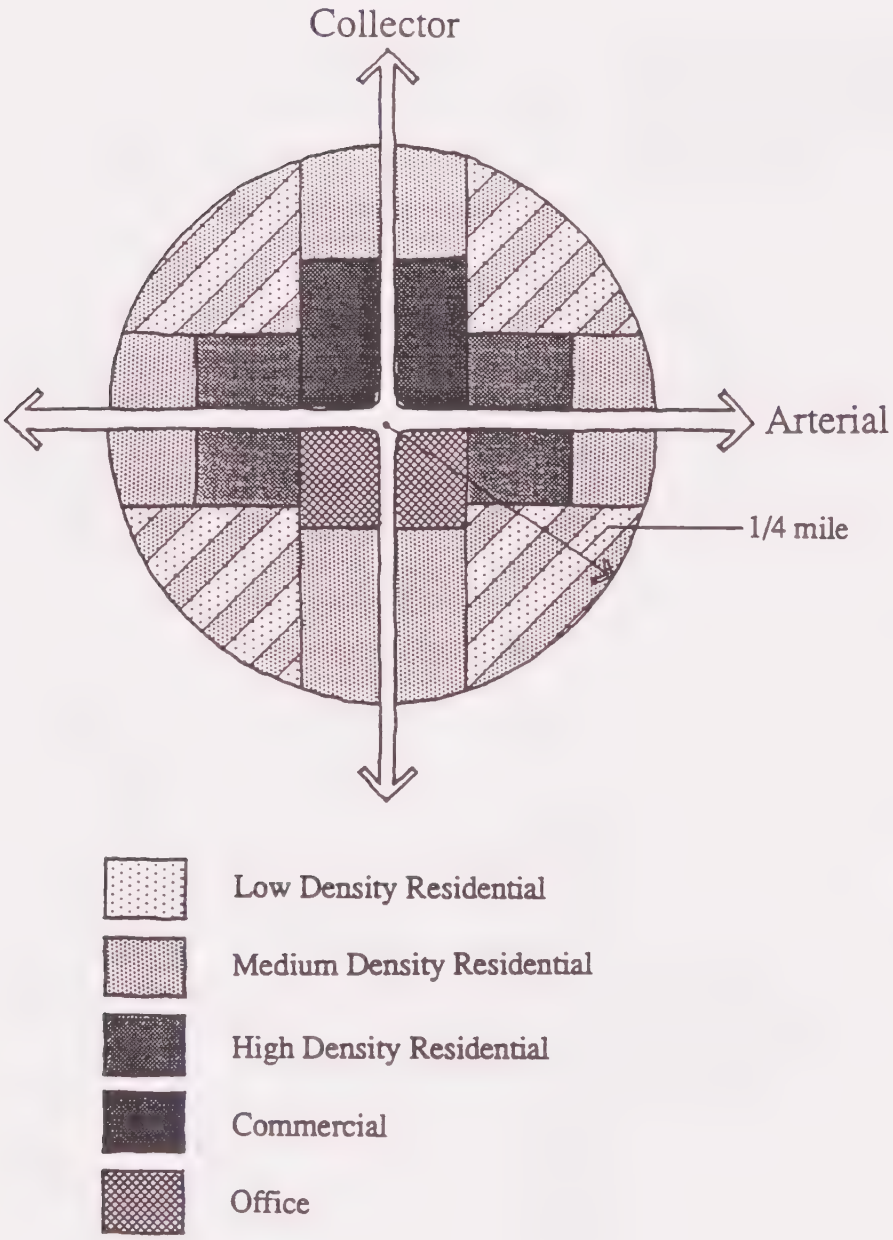
neighborhoods. They are designed to encourage walking but are located to be easily accessible from arterial streets. Centers consist of an inner core (Figure 7–1), generally stretching one-quarter mile in either direction along the center's principal streets, and an outer core consisting of the remaining area within a one-quarter mile radius from the intersection of the two principal streets.

The inner core will contain retail, neighborhood services and higher density housing. (See Figure 7-2.) A horizontal mix of uses is permitted and a vertical mix is encouraged. (See Policy 7.3-f.) Development will be required to have a public orientation. (See Policy 7.3-i.) An average 10-acre (approximately 110,000 square feet of building area at 0.25 F.A.R.) size retail center will be anchored by a supermarket and/or a drugstore and will contain a variety of other smaller tenants, such as video stores,



Neighborhood Center: Inner Core and Outer Core

Figure 7-1



Neighborhood Center: Diagrammatic Land Use
Figure 7-2

bakeries and restaurants. Neighborhood service functions will include medical, dental and real estate offices. The outer core will contain a mix of Medium and Low Density residences. Figure 7-3 depicts the location of the four new neighborhood centers proposed by the Plan.

Housing Type and Mix. Housing types and densities are arranged to locate the greatest number of residents close to the center. In a typical neighborhood, about 40 percent of the residences, including almost all of the High Density residences will be within a 1/4-mile distance of the retail core. The 1/4-mile distance represents an average five-minute walking trip. The remaining High Density residences will be located surrounding community parks. In comparison, if the different housing types were to be evenly distributed throughout the neighborhood, only about 18 percent of the residences would be within the 1/4 mile walking radius.

TABLE 7-3.A: TYPICAL NEIGHBORHOOD BUILDOUT

	RESIDENTIAL (housing units)				NON-RESIDENTIAL (thousands of square feet)		
	Low Density	Medium Density	High Density	TOTAL	Office	Community Commercial	TOTAL
Inner Core	0	260	490	750	80	120	200
Outer Core	120	300	0	420	0	0	0
Periphery	3,060	0	0	3,060	0	0	0
TOTAL	**3,180**	**560**	**490**	**4,230**	**80**	**120**	**200**

Neighborhood population @ 2.74 persons per housing unit: 11,600

Note: Buildout estimate does not include higher intensities allowed for vertical mix of land uses. (See Table 7.3-C.)

Source: Blayney Dyett Greenberg.

Figure 7-4 illustrates examples of housing types that meet the density stipulations of the deifferent General Plan residential designations.

Parks. Each neighborhood will have two or three neighborhood parks. Large community parks will be shared between the different neighborhoods. Bikeways and pedestrian paths connecting the neighborhoods to other parts of the City will also be provided.

Reduction of Automobile Dependence. The proximity of residences to shops and services will reduce the number of shopping-related automobile trips as well as decrease the average trip-length. Buildings with a street orientation will enrich the pedestrian experience. Though some residents of one neighborhood will choose to shop and use services in another, higher intensity development closer to the centers will provide residents with the choice of walking to shops and services. This should especially be helpful to those who do not own or drive automobiles — such as the youth and many of the elderly. Also, policies in Section 7.4: Street Design and Connectivity will help reduce the length of intra-neighborhood trips.

Design principles to guide development in the neighborhood centers are elucidated in Section 7.7.

Guiding Policies

7.3-a Encourage new residential growth in the form of neighborhoods.

The Plan proposes a major portion of residential growth in neighborhoods — areas that share a common identity — with loosely defined edges but a well-defined core or center.

7.3-b Provide for development of neighborhood centers.

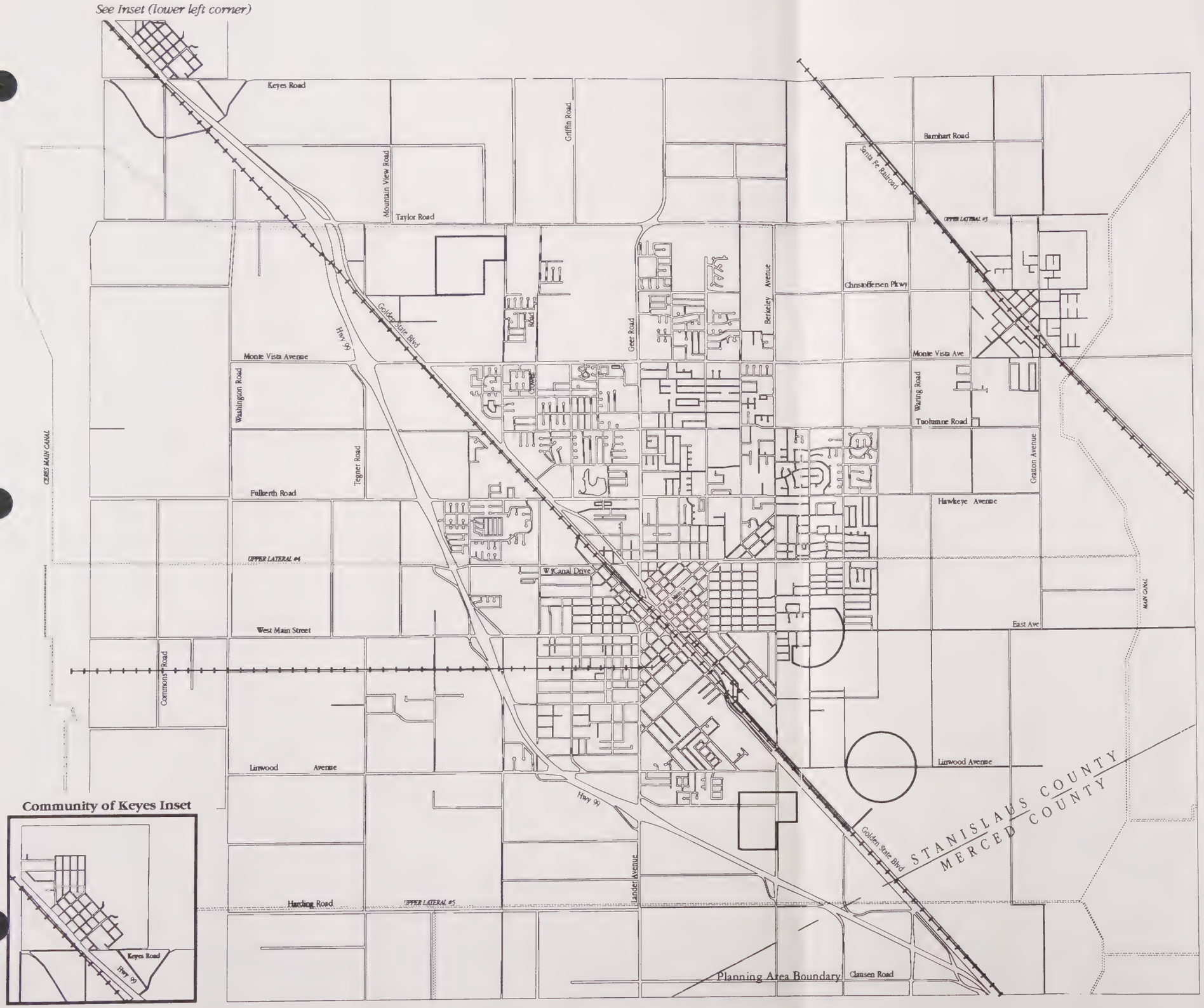
Centers are concentrations of activity and uses that serve a neighborhood function. While the location and size of centers is motivated by considerations of proximity and walking distances, the principal purpose is to provide focus and a sense of community to the neighborhoods.

7.3-c Require diversity of housing types in each neighborhood and a mix of uses in the neighborhood centers.

Figure 7–4, Illustrative Housing Types, illustrates the range of possible housing types for the different residential designations in the Plan.

Location of New Neighborhood Centers

Figure 7-3



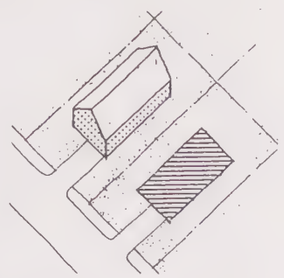
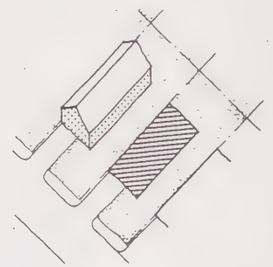
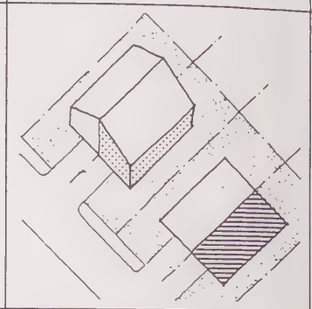
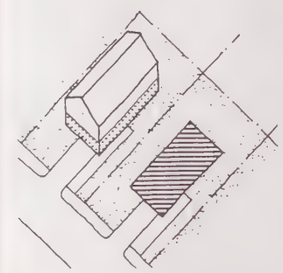
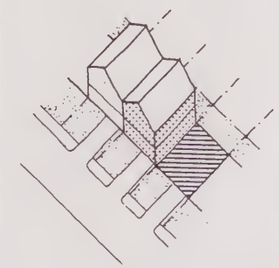
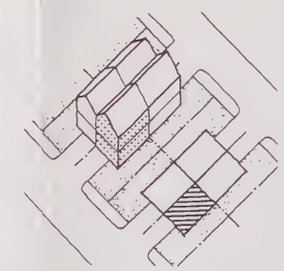
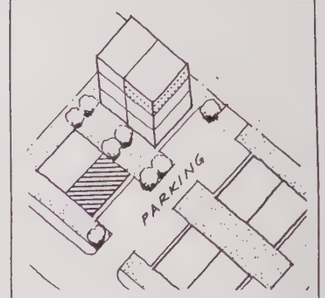
New Neighborhood Center

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

	Detached	Detached Zero Lot Line	Semi-Detached	Duplex	Townhouse	Back-to-Back Semi-Detached	Garden Apartment
Unit and Lot Configuration							
Lot Size	4,500 s.f. approx. minimum	3,500-5,000 s.f. 40-50 ft. frontage	3,000 - 4,000 s.f. 35-50 ft. frontage	4,000 - 5,000 s.f. minimum	2,000 - 3,000 s.f. 30-40 ft. frontage	1,600 - 3,000 s.f.	Consolidated; dwellings not on individual lots
Dwelling Size	2,000 - 3,000 s.f.	1,500 - 2,500 s.f.	1,500 - 2,500 s.f.	1,000 - 1,500 s.f.	1,100 - 2,000 s.f.	1,000 - 2,000 s.f.	900 - 2,000 s.f. on one or two levels
Building Floors	1 or 2	1 or 2	1 or 2	2	2	2	2 or 3 plus parking
Parking	Attached or Detached	Attached or Detached	Attached or Detached	Attached or Detached	Attached or Clustered	Attached or Clustered	Clustered
Typical Density Range (units/gross acre)	Up to 7	7 - 10	8 - 12	7 - 14	10 - 20	12 - 20	20- 45
General Plan Residential Land Use Classification	Low Density	Medium Density	Medium Density	Medium Density	Medium/High Density	Medium/High Density	High Density

Turlock
GENERAL PLAN

Illustrative Housing Types

Figure 7-4

7.3-d Preserve the scale and character of established neighborhoods.

With ample room for expansion, there is a need to preserve established neighborhoods that have historic value or contribute to the character of the City.

7.3-e Improve the community orientation of new residential developments.

A community orientation calls for greater attention to the relationship between residences and shared spaces and does not require sacrifice of privacy or amenities.

Implementing Policies

7.3-f Through the process of project approval, ensure that a mix of uses, as described in Table 7.3–B, and illustrated on the Plan Diagram, is maintained in the neighborhood centers. Development of a neighborhood center, or part thereof, consistent with the uses, mix and intensities illustrated on the Plan, will be required as a condition of subdivision approval for any development on property on which the center is located.

The intent is to ensure both the provision of non-residential uses as well as a phasing of uses.

The Diagram represents a schematic arrangement of land uses in the neighborhood centers. The centers consist of an "inner core" stretching 1/4 mile along the two principal arterials from the center, and an "outer core" consisting of the remaining area within a 1/4 mile radius.

7.3-g Permit as-of-right a mix of uses on individual properties in the form of multi-use developments as depicted on the Plan or mixed-use developments as shown on Table 7.3–C.

The Zoning Ordinance will need to be amended. Multi-use developments can result in a "horizontal mix", or multiple uses over small areas, if different single uses are located in close proximity to one another. Mixed-use developments, on the other hand, have a "vertical mix" of uses on individual properties.

TABLE 7.3–B
USES PERMITTED IN INNER AND OUTER CORES

	Inner Core		Outer Core	
Land Use	**Permitted?**	**Location and Area Restrictions**	**Permitted?**	**Location and Area Restrictions**
Residential				
High Density	Yes	None	No	na
Medium Density	Yes	None	Yes[2]	None
Low Density	No	na	Yes[2]	None
Neighborhood Commercial	Yes	Along one collector street in each center only; none along any arterial or expressway. All retail to be contiguous. 8 - 12 acres in size.	No[1]	na
Office (Neighborhood-serving only)	Yes	None 3 - 6 acres in size.	No	na

[1]Except for stores that are permitted in all residential areas, and which do not exceed 2,500 s.f. in size.
[2]Mix of Low and Medium Density dwellings required.

Source: Blayney Dyett Greenberg.

TABLE 7.3–C
INTENSITIES AND MIX OF USES IN NEIGHBORHOOD INNER CORES

	Permitted Uses		
Plan Designation	**Residential**	**Office**	**Commercial**
Community Commercial	10 units/gross acre. None on the first floor.	0.2 FAR None on the first floor.	0.3 FAR
Office	10 units/gross acre. None on the first floor.	0.35 FAR	—
High Density Residential	15 - 25 units/gross acre	—	—
Medium Density Residential	7 - 15 units/gross acre	—	—

Note: The shaded area represents development allowed in addition to the base designation to encourage a vertical mix of uses.

Source: Blayney Dyett Greenberg.

7.3-h Encourage individuals or groups of property owners to develop detailed specific plans for the neighborhood centers to meet the objectives of the Plan.

Though joint efforts of property owners to develop specific plans are encouraged, objectives of the Plan can also be met by conformance of individual projects with the principles established in Table 7.3-C.

7.3-i Ensure that development in the new neighborhoods is in accordance with the design principles established in Section 7.7 and any subsequent guidelines that may be established.

7.4 STREET DESIGN AND CONNECTIVITY

The grid pattern of streets and short blocks in the older parts of the City permit freedom of movement, ease of access and a sharing of through-traffic between many routes. In contrast, while the superblock and cul-de-sac nature of development in many newer parts of the City creates quiet enclaves and smoother traffic flow along the arterials, it also creates inward-looking neighborhoods, limits movement choice and results in increased traffic volumes on a limited number of streets, requiring mitigation measures such as sound walls. Development is needed that balances the efficiency and traffic flow capabilities found in the newer parts of the town with the sense of proximity and ease of access that results from the older pattern.

Well-designed and landscaped streets are not only an aesthetic delight, but in a Valley town like Turlock, they are essential to shade streets, sidewalks and yards during the hot summer periods. Trees and shrubs can also help break winds, filter pollutants, buffer sidewalks and bikeways form traffic, screen noise walls and parking, storage, and service areas, and reduce the perceived intensity of development. Thoughtfully designed City entrances and gateway zones can help evoke a sense of arrival for both residents and visitors.

Guiding Policies

7.4-a Continue expansion of the present street network in an orthogonal grid for all arterial and collector streets.

The grid pattern allows for ease of future expansion, flexibility in street layout and adequate variation in lot-size and is well-suited for Turlock's flat topography.

7.4-b Through circulation network and street design, reduce the perceived separation and introverted nature of projects.

7.4-c Through streetscape improvements, make the entryway portions of Golden State Boulevard shaded, tree-lined spines of the community.

7.4-d Enhance the visual attractiveness of the community by providing attractive streetscapes, particularly along major expressways, arterials and collector streets.

Implementing Policies

Street Connectivity

7.4-e As a condition of project approval, require circulation patterns of all residential and neighborhood commercial projects to conform to *maximum* spacing between through- streets[2] (exclusive of alleys), as set forth in Table 7.4-A and depicted in Figure 7-5, unless access conditions and standards prevent their attainment.

The maximum attainable size of a "block" is thus limited to 660 feet by 880 feet where parcels adjoin two arterials, with the longer side facing north and south. While it is still possible to locate residences on cul-de-sacs, these are generally discouraged.

These standards are much less exacting than street spacing in the older parts of the City. The intent is to prevent development of introverted neighborhoods, provide flexibility in circulation, and promote access for bicyclists and pedestrians.

Figure 7–6 shows examples of the types of developments that will and will not meet spacing standards.

TABLE 7.4-A
MAXIMUM PERMITTED SPACING BETWEEN THROUGH-STREETS
(Center to Center, in feet)

When intersecting a(n)	Street Orientation	
	North-South	East-West
Arterial	880	660
Major/Minor Collector	660	440

Note: Expressways, arterials, and collector streets are to be in acordance with the depiction on the Plan Diagram. Intersection design should be governed by criteria in Table 5.2-A.

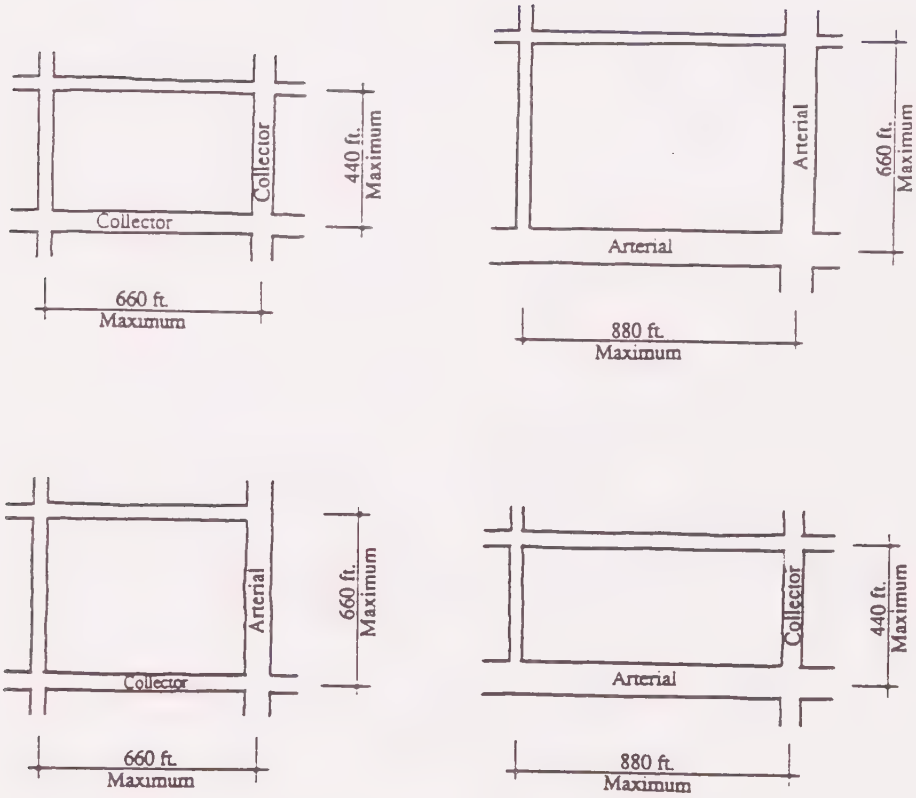
Source: Blayney Dyett Greenberg.

Gateway Zones

7.4-f Designate the principal access points to Turlock which warrant special treatment and development review considerations as "Gateway Zones." These entrances, including West Monte Vista Avenue, Golden State Boulevard, West Main Street, and Lander Avenue, can provide important "gateway" functions as distinct visual entryways. The road segments should receive special landscape treatments to create impressionable and coordinated entries.

7.4-g Use overlay zoning to implement specific entranceway design and landscaping goals along designated Gateway Routes.

7.4-h Subject all development projects and capital improvements within view of a designated Gateway Route to mandatory design review procedures.

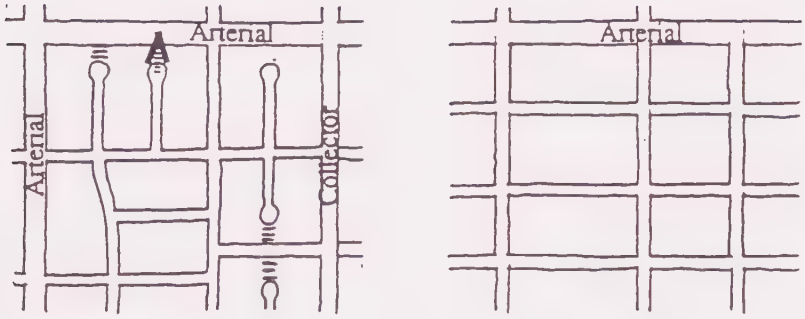


North

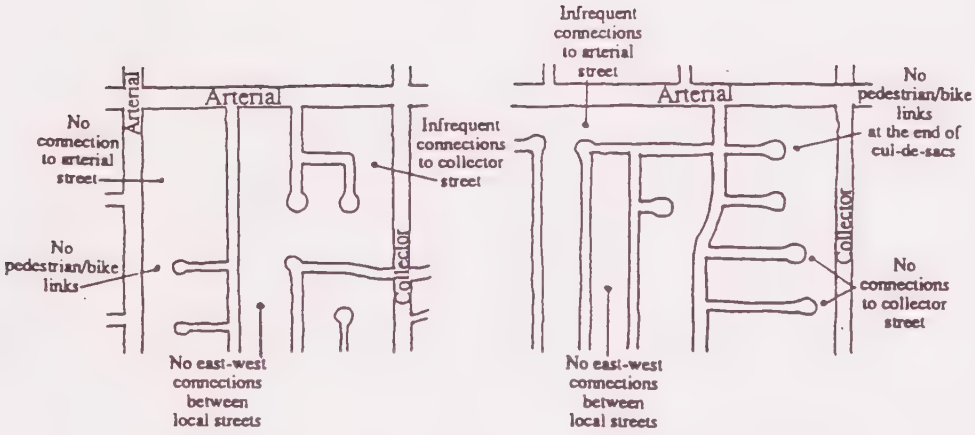
Local Street Spacing Standards

Figure 7-5

Note: Street spacing standards vary with both orientation and street classification.



Permitted



Not Permitted

North

Local Street Configurations: Permitted and Not Permitted
Figure 7-5

Streetscape Design

7.4-i As part of the comprehensive tree-planting and maintenance program:

- Update the Street Tree Master Plan. (Resolution 88-130 of the City Council).

  See also policies in Section 6.4: Energy Conservation.

  The Master Plan should be reviewed and updated to include the new streets and improvements proposed by the General Plan. It should also consider planting along the median for all streets four lanes or wider. Planting plans should ensure adequate shade for bicyclists and pedestrians, especially during the summer months.

- Prepare planting plans conforming to the Master Plan for all new streets and major improvements before undertaking construction.

- Adopt a program to plant and maintain trees along streets that lack them.

  In stark comparison to the earlier residential neighborhoods, many newer parts of the City are devoid of any trees.

- Continue to implement the tree-preservation ordinance to allow removal of mature trees within public rights-of-way only when they become a safety hazard.

- Establish maintenance districts for the upkeep of trees and landscape buffer areas required along public rights-of-way.

- Prepare planting plans and implementation programs for designated "Gateway Zones."

- Use changes in tree species, scale, color and spacing to define neighborhoods and articulate the designated hierarchy of expressway, arterial, collector, and local streets.

7.4-j Include street trees as part of Capital Improvement Program programming and implementation.

7.4-k Prepare and implement a landscape and signage plan for Golden State Boulevard between Fulkerth Road and F Street in coordination with the Downtown Master Plan Design Guidelines, balancing design considerations with the need for Golden State to be retained as a major circulation route.

The design challenge will be to give the strip shade, character, and a sense of enclosure without sacrificing the ease of access.

7.4-l Require undergrounding of utility lines in new developments, including existing distribution lines on frontage streets.

7.5 ART IN PUBLIC PLACES

Art has outlined the progress, vision and values of cultures and communities through time. It is a tangible record of people's interaction with their surroundings.

Historically, Public Art gives identity and dimension, revitalizes communities both psychologically and economically, and makes cities more human. Providing for art in public places assures that the city recognizes its commitment to the physical image of the community and the dignity of life.

The realm of Public Art is broad and can cover the gamut from objects such as sculptures, paintings and murals, to exterior treatment of walls or amendments to landscape design such as fountains, benches or lights. Provision will be made for attention to already constructed sites in need of qualitative improvements, and of support for the performing and musical arts.

The City establishes policies ensuring the provision and incorporation for art in all public building plans. These programs are intended to enhance the environment, provide aesthetic and creative solutions to spaces accessible to the public, and enrich the lives of Turlock citizens through the stimulating ideas of contemporary artists.

Guiding Policies

7.5-a Increase public access to works of art to promote understanding and awareness of the visual arts in the public environment.

7.5-b Provide guidance to municipal agencies, developers, and community members and organizations regarding the incorporation of art within the City.

7.5-c Generate appreciation for the arts and promote involvement of community members through public art programs.

7.5-d Offer direction and support to the Turlock Arts Commission for the development of a percent for art program.

Implementing Policies

7.5-e Arts selection committees, procedures, guidelines, and evaluation will be outlined and overseen by the Turlock City Arts Commission with approval of our City Council.

7.5-f Establish methods to assure public and private developers include public art and cultural programs within adjacent areas within the City (i.e., incentive zoning, public art mandates).

7.5-g Support and encourage art-related events and productions within the community.

7.5-h Develop guidelines to assist the Community Arts Commission with the promotion of art in public places.

7.5-i Assure the highest quality art and support the concept of fine art by selecting qualified professional artists to participate in our community arts programs.

7.5-i Develop a diverse fine arts program that involves community members in a broad range of art-related programs and activities. Such programs could include: interaction between artists and community members; effective use of the media; artist-in-residence programs; and special events including but not limited to exhibitions, public art tours, school programs, and publications.

7.6 HISTORIC PRESERVATION

Most structures with historic significance are located in Downtown. While no formal surveys relating to historic structures in the City have been performed, a committee on revitalizing Downtown is now investigating the historic attributes of Downtown.

As part of the next phase of the Downtown Master Plan, establishment of a historic district within the Master Plan boundaries will be considered. The older, historic buildings in the "historic district" would be certified for tax breaks if owners will take responsibility for rehabilitating the buildings.

Considering the lack of a museum or any repository of local artifacts, and that many long term residents are now of an age when they are breaking up their personal collections - thereby endangering their existence, the Turlock City Arts Commission is reviewing the possibility of developing such a depository.

Guiding Policy

7.6-a Integrate historic preservation into planning for Downtown and other areas with historic significance.

Implementing Policies

7.6-b Identify and adopt an Historic Preservation District as part of the next phase of the Downtown Master Plan.

7.6-c Form an historic preservation committee in accordance with State Certified Local Government guidelines which would review structures of historic merit as well as various collections and seek methods to preserve them.

See also policy regarding Carnegie Library in Section 7.2.

7.7 URBAN DESIGN PRINCIPLES

Thoughtful design, community orientation, and consideration of issues broader than the immediate are essential to creating pleasant and successful communities. Shared objectives and agreed-upon design principles can help direct individual efforts towards a larger whole — public spaces and sidewalks that are delightful to be in, buildings that respect neighbors, streets that are shaded and safe to use, and development integrated with the surroundings rather than cut-off from them. Urban design principles and policies are interspersed throughout this and several other elements; this section supplements them and provides an overall reference point for project design and review. Policies outlined below can also be used to prepare detailed design guidelines at a later date.

Guiding Policies

7.7-a Prepare and adopt design guidelines that address the variety of urban design issues for which the General Plan establishes policies. Subject all projects, except single units on existing parcels, to a design and site plan review that may be conducted by City staff.

7.7-b Provide a community and public orientation for all development.

7.7-c Accommodate the needs of all pedestrians, bicyclists and wheelchair-dependent persons.

7.7-d Establish new neighborhood centers as high-quality mixed-use pedestrian-friendly environments, without excluding the automobile.

Design emphasis should be on providing a fine-grained environment accommodating transit and pedestrian comfort and convenience.

7.7-e Require buildings to be scaled to a neighborhood character and designed to encourage pedestrian activity and comfort.

7.7-f Ensure that each neighborhood center contains a mix of uses and provides transit stops in proximity to residences.

7.7-g Require all development in the designated Business Park to be of a standard associated with a high-quality office complex.

Implementing Policies

Neighborhood Design: All Uses

7.7-h Ensure that new development facilitates access, is oriented to streets and public spaces and is integrated with the surroundings.

- Where connections to other roads are feasible, use of dead-end streets is discouraged.
- Gated projects restricting public access should not be permitted.
- Project edges should be designed to facilitate integration with the surroundings.
- Sound walls should be used only along designated freeways, expressways and arterials if needed, and should be completely screened from the outside by shrubs and trees located within the project property. Alternatives to sound walls, such as landscaped frontage roads, are encouraged where feasible.
- "Dead" uses, such as storage, parking lots, garages, and service areas should be located away from public streets and off-site view. Alleys should be used to access parking and service uses where feasible.
- Corner lots should locate access driveways on the street with the least traffic volume.
- Buildings should be oriented to streets and public spaces; inward looking developments are discouraged.

7.7-i Require new projects to facilitate pedestrian and bicycle movement and aid transit.

- Planning should anticipate and provide for future local transit service even if the service is not feasible at the time of project plan preparation.

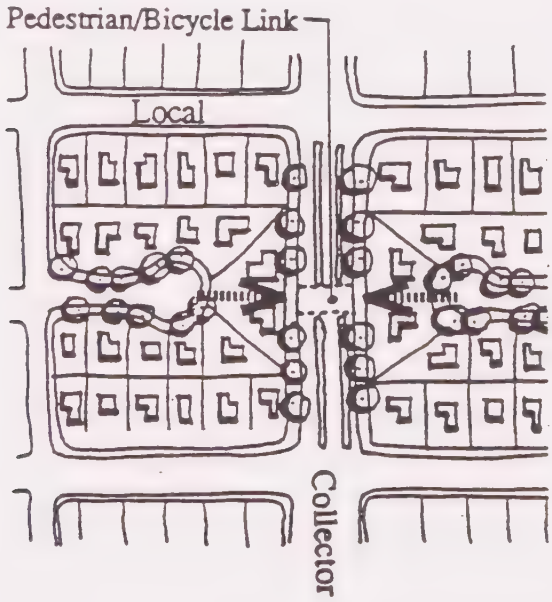
- Development should not be at intensities below the ranges stipulated in the General Plan.

- Bikeways should be provided as designated in General Plan Figure 5-2.

- Pedestrian and bicycle connections to through-streets should be provided at the end of cul-de-sacs. (See Figure 7-7.)

- Trees and shrubs along streets should buffer sidewalks and bicycle lanes from automobiles and be selected and spaced to provide uninterrupted shade to pedestrians and bicyclists.

- Large-size projects in neighborhoods should be broken down by providing through-streets and designing smaller units to provide individuality and distinction.



Pedestrian/Bicycle Links
Figure 7-7

Neighborhood Centers

Streets and Access

7.7-j Provide a fine-grained urban environment with streets and sidewalks sized and designed to promote outdoor use and walking.

- Provide a network of closely spaced streets, no more than 400 feet apart in the neighborhood centers. Intersections should be consistent with the access standards established in Table 5.2-A of the Plan.

- Provide sidewalks along all streets, public and private, except along alleys. Sidewalk width, including a curbside planting area for street trees, should be at least 15 feet along retail/professional office areas and 10 feet elsewhere in the neighborhood centers. Street trees should be planted at a maximum interval of 30 feet.

- Keep the number of private driveways and curbcuts along principal streets to a minimum.

- Cul-de-sacs, where connection to other streets is feasible, are not permitted.

- No sound walls shall be used in the neighborhood centers.

Parking

7.7-k Ensure that parking areas do not impede pedestrian access and are adequately shaded and screened.

- Parking or service areas, screened or otherwise, should not be located between sidewalks and buildings. Pedestrians should not have to walk through or along a parking lot to access any building in a neighborhood center, but should be provided with independent sidewalk access.

- Screen all off-street parking, surface or structured, from pedestrian view by trees and shrubs. Walls should not be used as screening devices.

- Provide at least one large-canopy tree per two parking spaces and/or other paved area to shade cars, reduce glare and screen barren lots.

Retail Location

7.7-l Ensure that all retail in a neighborhood center is contiguous and along streets pedestrians can cross safely and without unduly impeding traffic.

- Neighborhood retail, shown as Community Commercial on the General Plan Diagram at the intersection of two principal streets, should be oriented to front along the street expected to carry the lesser amount of traffic, and located only on one side of the other principal street.

- When neighborhood retail abuts lands designated as Low Density Residential, special consideration should be given to techniques that properly buffer each use from the other.

Design of Structures

7.7-m Require buildings to define street and sidewalk edges, provide scale to streets, engage pedestrians and promote active use of sidewalks and outdoor space.

- All structures with non-residential uses at the ground level should be built to provide a continuous frontage along public rights-of-way.

- Buildings should be set back from sidewalks only if a pedestrian plaza or patio, not separated from a sidewalk by a wall, fence, shrubs etc., is provided.

- Frequent entrances to buildings are desirable. Entrances to the rear of buildings from parking courts should not substitute for entrance(s) from a street.

- Blank walls, reflective glass and other opaque surfaces at the ground level along street frontages should be avoided. Store interiors should be visible from the outside.

- Overhangs, awnings or other devices to shade the sidewalks of building frontage are to be provided. Colonnaded walkways, where provided, should be at least 8- feet wide clear, and run the entire length of a block, or store front.

- Buildings should be fine-grained and not appear to be large and monolithic. Individual buildings should generally be no larger than 50,000 square feet in size, both to provide a small-scale appearance and to prevent location of activities that would more appropriately belong in Downtown or elsewhere.

- Diversity in scale, material, color and use is encouraged.

Uses and Intensities

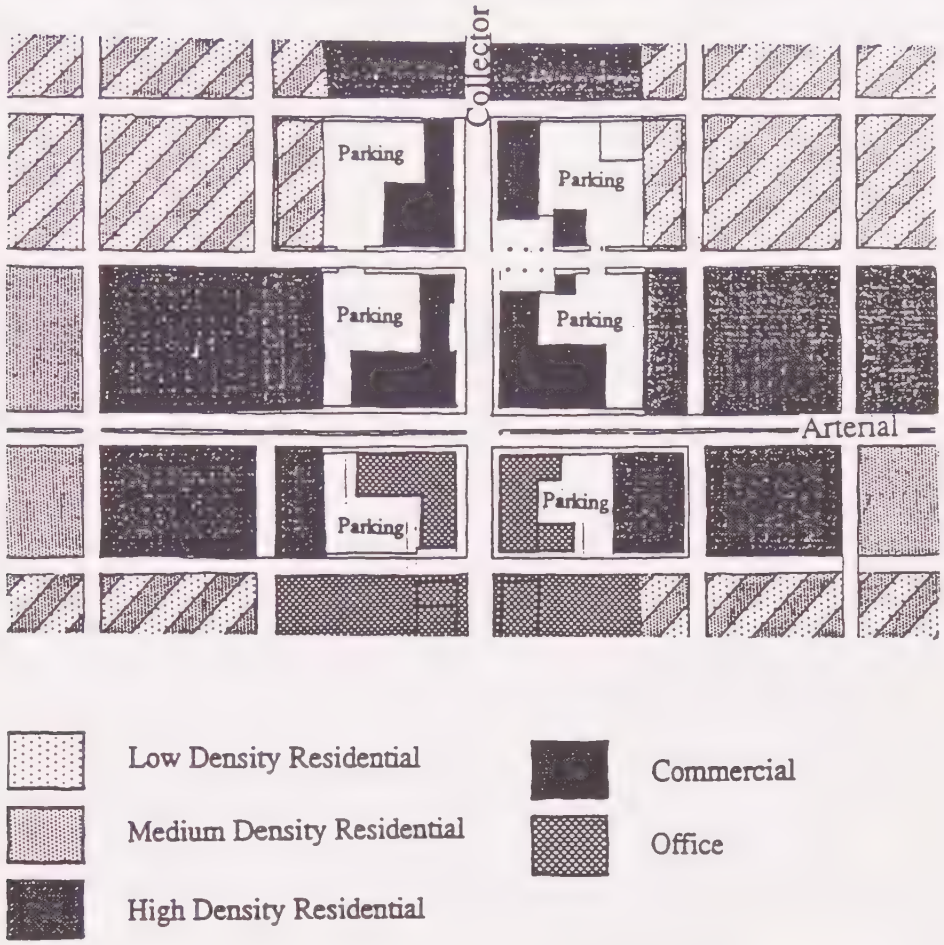
7.7-n Ensure that uses in the neighborhood center are consistent with the depiction in the General Plan Diagram and compatible with neighborhood use and scale.

- Do not permit development at intensities above or below the stipulated range in the Plan.

- Encourage mixed-use developments. The Plan provides incentives for a vertical mix of uses. (See Table 7.3–C.)

- Automobile-oriented commercial facilities, such as drive-through restaurants and gas stations should not be located in neighborhood centers. However, each financial establishment may provide up to one drive-up teller machine. The appropriate location for automobile-oriented facilities is in areas designated Heavy Commercial on the General Plan Diagram, not in neighborhood centers.

Figure 7-8 illustrates the development pattern of a neighborhood center that could result from application of design principles established in this section.



Neighborhood Center: Illustrative Development Plan
Figure 7-8

Housing Outside Neighborhood Centers

Size and Scale

7.7-o Residential projects, single-family or multifamily, should be no larger than 120 units. Developments larger than this shall be designed, approved and managed as separate projects, visually distinct and independently accessible.

Streets and Access

7.7-p Ensure that streets are provided consistent with the provisions of the Plan.

- Arterial and collector streets are depicted on the General Plan Diagram. Local streets should meet spacing requirements for through-streets stipulated in Section 7.4. (See Table 7.4-A.) Intersections design should be in

accordance with access standards established in Table 5.2–A. Requirements for dedicated through-streets apply to all multifamily and single-family projects.

7.7–q Develop clear pedestrian linkages between and within neighborhoods.

- Each project application should demonstrate connections from the project to the bikeways system depicted in Figure 5–2.

7.7–r Provide sidewalks consistent with intended use, and trees to shade streets and pedestrians.

- Sidewalks should be provided on both sides of all streets, public and private. Sidewalk width shall be a minimum of 5 feet. Explore the provision of curbside park/planting strips between the curb and sidewalks or move the pedestrian activity further from the travel way.

- In areas designated Very Low Density Residential, consider establishment of a more rural residential style of street-side public improvements.

- Street trees should be planted curb-adjacent and be consistent with the species stipulated in the Street Tree Master Plan and be no farther than 30 feet apart. Trees along local streets should be appropriately selected and planted no more than 30 feet apart.

Open Space

7.7–s Provide parks and open spaces consistent with the Plan.

- Parks should be sized and designed in accordance with criteria established in Section 4: Public Facilities and Services.

- Provide temporary and permanent urban-agricultural buffers in areas when required by Policy 7.1-k.

Parking and Garages

7.7–t Reduce the visual dominance of garages and parking.

- Garage width openings facing public streets will normally be limited to no more than 20 feet or one-third the lot width, whichever is less; recessed garages can be wider so long as the visible width from the front does not exceed the maximum. Alternatives to front garages, such as access from alleys, side drives with parking in the rear, and tandem parking are encouraged. Provision of alleys will not result in an overall reduction of development potential as Plan densities are stipulated in housing units per gross acre.

- Consolidated parking in higher density residential projects should be located away from the streets.

Additonal Design Principles for Medium and High Density Residential

Public Orientation

7.7–u Development should be oriented to streets, sidewalks and public spaces; introverted projects are discouraged.

- Site planning and architectural design should ensure that developments provide street frontages with interest for both pedestrians and neighboring residents.

- Sites should not be fenced or walled off.

- Buildings should be oriented to public streets and each dwelling must have direct visual access to either a public sidewalk, landscaped courtyard or a garden space.

- Some dwellings on each site must front and face the adjoining public street and sidewalk.

- If entrance to individual buildings or dwellings is through a courtyard, the courtyard should open directly to a public street or sidewalk.

Fine-grained Development

7.7–v Promote fine-grained development that provides individuality and distinction. Projects should be integrated with surroundings, not closed off from them.

- Developments should generally be broken down into small clusters, independently accessible and integrated with the surroundings with direct circulation and visual connection between buildings, streets, sidewalks and open space. Superblock–style developments with large-scale internal circulation systems are discouraged.

- The number of units sharing a directly accessible building entrance or stairway should be limited to eight.

Business Park Design Principles

7.7–w Ensure that the Business Park is developed to high architectural and landscape standards and limited to non-polluting uses consistent with a Business Park setting.

- The primary intended use in Business Park is offices consistent with a light industrial nature (i.e., research and development). Light manufacturing, wholesaling, retailing and other uses should be permitted as ancillary uses only and should generally be limited to no more than 40 percent of the total building area of a development.

- Sidewalks with street-trees should be provided along all public and private streets. Sidewalk width, including a curbside planting area for street trees should be at least 10 feet. Street trees should be provided at a maximum 30-foot interval and placed to provide shade to pedestrians and bicyclists. Trees along median strips should also be provided for all streets 50 feet or wider.

- Planted building setbacks of 10 to 20 feet should be provided along public streets. No setback is required of structures that provide uses of pedestrian interest, such as a shop or a restaurant.

- Storage yards, parking areas, service areas, and other paved areas should be screened from off-site view by perimeter and tree-canopy planting.

- Large, flat-roofed areas and rooftop equipment should be screened from off-site views.

- Bicycle connections to designated routes should be provided from each development.

7.7-x Require large employment-generating developments to provide services such as restaurants, child care and business support that reduce the need for trips out of the Business Park.

Section 8
Noise Element

The concerns addressed explicitly in the Noise Element are also addressed, though perhaps less obviously, through the design of the land use and circulation pattern shown in the General Plan Diagram and discussed in other General Plan elements. The Noise Element's policies focus on noise reduction and control, while planning for minimizing noise in the Planning Area has been integrated throughout the General Plan.

The Noise Element reviews the properties of noise and noise impacts on people, identifies and appraises major noise sources in the Planning Area, maps projected levels of noise, evaluates the extent of noise problems in the community, and establishes policies related to noise. The Glossary defines technical terms that are not defined in the Noise Element text. The Noise Element follows State guidelines in the Government Code Section 65302(f) and Section 46050.1 of the Health and Safety Code. Additional information on noise measurements conducted as part of the General Plan program is included in the MEA.

8.1 PROPERTIES OF NOISE AND IMPACTS ON PEOPLE

"Sensitive receptors" is the term used to describe land uses characterized by activities that are easily disrupted by noise, or where persons of unusually high sensitivity live or spend time. All residences are considered sensitive receptors, as is the Emanuel Hospital and related medical uses, nursing homes and care centers, convalescent hospitals, and schools. Residential areas, the hospital, and schools are shown on the General Plan diagram. Nursing homes and care centers are not shown but are generally located within residential neighborhoods.

Noise has been defined as unwanted sound and is known to have numerous adverse effects on people. From those known effects of noise, criteria have been established to help protect the public health and safety and prevent disruption of certain human activities. These criteria are based on such known effects of noise on people as communication interference, sleep interference, physiological responses, and annoyance. Other types of effects, including hearing loss, do occur, but very rarely in relation to community noise, which is the focus of the Noise Element.

Communication interference. Communication interference is one of the primary concerns in environmental noise problems, and includes speech interference and interference of activities such as watching television. Normal conversational speech is in the range of 60 to 65 dB and any noise in this range or louder may interfere with speech.

Sleep interference. Sleep interference is a major concern in noise assessment and, of course, is most critical during nighttime hours. Sleep disturbance is one of the major causes of annoyance due to community noise. Noise can make it difficult to fall asleep, create momentary disturbances of natural sleep patterns by causing shifts from deep to lighter stages, and cause awakening.

Physiological responses. Physiological responses are the measurable effects of noise which are realized as changes in people's pulse rate, blood pressure, etc. While such effects can be induced and observed, the extent to which these physiological responses cause harm or are signs of harm is not known. Generally, physiological responses are a reaction to a loud short-term noise such as a rifle shot or a very loud jet overflight.

Annoyance. Annoyance is the most difficult of all noise responses to describe. Annoyance is a very individual characteristic and personal sensitivity to noise varies widely. It has been estimated that 2 to 10 percent of the population is highly susceptible to noise not of their own making, while approximately 20 percent are unaffected by noise.

8.2 MAJOR NOISE SOURCES IN THE PLANNING AREA

A community noise survey was conducted in July 1991 to ascertain existing noise levels in the Planning Area. Sources of noise identified through the survey include major roadways, railroads, stationary sources including industrial plants, and farm operations.

Noise from traffic on local roadways and neighborhood activities is the controlling factor for background noise in most of the Planning Area. Areas that contain noise-sensitive uses, such as schools and residences, are relatively quiet — in 1991, ambient noise level in these areas was

measured in the range of 52 dB to 59 dB L_{dn}. The impacts of different sources on the noise environment in Turlock are discussed below.

Roadways. The maximum noise levels are along Highway 99, but because it is surrounded by urban uses, Golden State Boulevard impacts a much larger inhabited area. On stretches of Monte Vista Avenue, Geer Road, Lander Avenue, Berkeley Avenue, Tuolumne Road, Canal Drive, and West Main Street, the 65 L_{dn} contour extends more than 70 feet from the road centerline. Land uses closer to the roadway are subject to noise levels considered inappropriate for many uses. Special construction and design techniques can mitigate problems in some cases. Table 8.2–A shows distance from center of roadways to different contours along the major thoroughfares.

Railroads. Railroad activity includes approximately 18 freight train operations per day along the Southern Pacific Transportation Company (SPTCo) trackage in Turlock, which passes through some residential areas, and a maximum of two local freight train operations per day on the local Union Pacific Railroad (UPRR) tracks.

The Atchison Topeka and Santa Fe Railroad runs through Denair. Approximately 18 freight trains and six Amtrak trains per day operate along the segment of track in the Planning Area. The freight trains operate on an unscheduled basis throughout the day and night. Amtrak operates four trains during the daytime and two trains during the night. Distances to railroad noise contours are shown in Table 8.2–B.

Stationary sources. The primary stationary sources of noise in Turlock are industrial facilities in the south and southwestern part of the City. There are also other facilities and commercial operations dispersed throughout the Planning Area; the largest are close to major roadways and railroad tracks. A majority of noise is from heavy machinery and from truck traffic to and from operation sites. The local noise environment is typically dominated by traffic, but in the evening and nighttime, industrial processing can become audible in some adjoining residential areas.

Noise exposure inside industrial facilities is controlled by federal and State occupational health and safety regulations, but exterior noise levels are not. The greatest potential for problems created by industrial noise

TABLE 8.2–A
ROADWAY NOISE CONTOUR DATA

Street-Segment		Distance to L_{dn} Contour (feet) from Center of Roadway	
		60 dB	65 dB
Golden State Boulevard:			
1	Taylor to Monte Vista	162	75
2	Monte Vista to Pedras	176	82
3	Pedras to Canal	153	71
4	Canal to Main	189	88
5	Main to Linwood	143	66
State Route 99:			
6	Monte Vista to Main	1744	809
7	Main to Linwood	1351	627
Monte Vista:			
8	Golden State to Geer	153	71
9	Geer to Berkeley	148	69
10	Berkeley to Quincy	67	31
Geer Road:			
11	Taylor to Monte Vista	127	59
12	Monte Vista to Tuolomne	159	74
13	Tuolomne to Canal	208	96
Lander Avenue:			
14	Main to Linwood	131	61
15	Linwood to S.R. 99	98	45
Berkeley Avenue:			
16	North of Monte Vista	44	20
17	Monte Vista to Tuolomne	70	33
18	Tuolomne to Main	94	44
Tuolomne Road:			
19	Golden State to Geer	66	31
20	Geer to Berkeley	75	35
Canal Drive:			
21	S.R. 99 to Golden State	44	20
22	Golden State to Olive	99	46
23	Olive to Berkeley	88	41
24	Berkeley to Quincy	77	36
West Main Street			
25	Kilroy to S.R. 99	72	33
26	S. R. 99 to Lanier	99	46
East Main Street			
27	Golden State to Berkeley	58	27
28	Berkeley to Daubenberger	50	23

Source: Community Noise Survey conducted by Brown-Buntin Associates, July 1991.

TABLE 8.2-B
RAILROAD NOISE CONTOUR DATA

Train Track	Distance to L_{dn} Contour (feet) 60dB	65dB
SPTCo	277	129
UPRR	24	11
AT&SF	302	140

Source: General Plan Background Document prepared by Brown-BuntinAssociates, July 1991.

arises when residential areas are affected. West of Highway 99, the City's principal industrial area is separated from residences and other sensitive noise receptors. Industrial expansion during the General Plan buildout period will also be west of Highway 99, minimizing industrial noise intrusion in residential areas. However, industrial activities south of Downtown on both sides of Golden State Boulevard have the potential to affect scattered residences and some neighborhoods. Evening and nighttime operations at a number of industrial plants (e.g., Purina Mills, Americold, Con Agra Turkey) can make the problem worse.

Farm Operations. Some of the more common noise sources associated with farming operations include tractors and harvesting and spraying equipment. Although farming occasionally generates significant noise, such levels generally do not last more than a few hours at a given location unless a stationary piece of equipment, such as a pump motor, is involved. Nighttime operation of farming equipment adjacent to residential areas may be perceived as annoying, particularly if sleep is disrupted.

8.3 FUTURE NOISE PROJECTIONS

A "noise contour map" connects with closed lines those locations subject to the same average noise levels. Figure 8-1 shows projected traffic noise levels at General Plan buildout generated by traffic, the airport, and the railroad. The noise contour data is also provided in Table 8.3-A. The noise levels are expressed in Community Noise Equivalent Level (CNEL). CNEL is a 24-hour average describing a noise environment consisting of a variety of single events. To account for increased sensitivity to noise during nighttime hours, the CNEL calculation penalizes evening and night sound levels. The decibel (dB) scale is logarithmic; a 3 dB difference is barely discernable to most people, and a 10 dB increase is subjectively heard as a doubling of noise. Everyday sounds normally range from 30 dB (very quiet) to 100 dB (very loud). All noise levels (dB) described in the Noise Element are considered to be A-weighted, unless specifically described as otherwise.

8.4 NOISE POLICIES

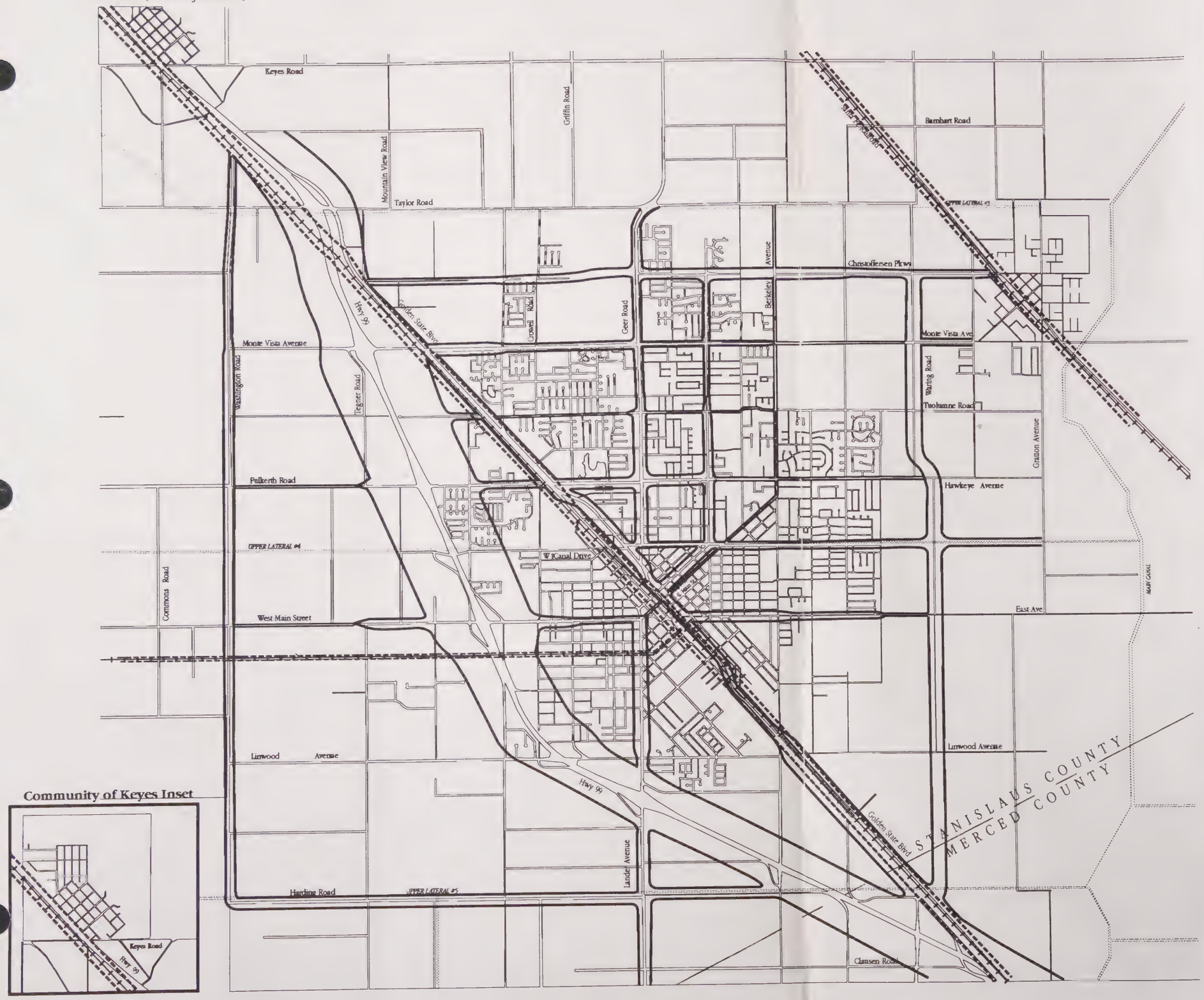
Guiding Policies

8.4-a Continue to use potential noise exposure as a criterion in land use planning.

Noise was one of many factors in the decision not to add residential areas west of Highway 99. This decision will prevent creation of a noise-impacted area that would later require mitigation.

8.4-b Protect public health and welfare by eliminating existing noise problems where feasible, maintaining an acceptable indoor and outdoor acoustic environment, and preventing significant degradation of the acoustic environment.

Decreasing noise magnitude at the source and limiting the times certain types and volumes of noise can occur are two of the approaches to noise attenuation taken in the City's Noise Control Ordinance. Transportation-related noise (vehicle noise emissions) is regulated by State and federal agencies.



Projected Future Noise

Figure 8-1

60 dB L_{dn} Noise Contours

Traffic Noise

Railroad Noise

Source: Brown-Buntin Associates

0 4000' 8000'

Turlock
GENERAL PLAN

BLAYNEY
DYETT
GREENBERG *Urban and Regional Planners*

September 1992

TABLE 8.3-A

NOISE CONTOUR DATA DISTANCE (FEET)

FROM CENTERLINE OF ROADWAY TO L_{dn} CONTOURS

Roadway/Segment	Description	Future 60 dB	Future 65 dB
Golden State Boulevard:			
1	Taylor To Monte Vista	177	82
2	Monte Vista to Tuolomne	129	60
3	Tuolomne to Canal	218	101
4	Canal to Main	279	130
5	Main to Linwood	169	78
6	Linwood to County Line	301	140
State Route 99:			
7	Taylor to Monte Vista	1,461	678
8	Monte Vista to Main	1,966	913
9	Main to Linwood	1,588	737
10	Linwood to County Line	1,117	518
Monte Vista:			
11	Tegner to State Route 99	141	66
12	State Route 99 to Golden State	200	93
13	Golden State to Walnut	201	93
14	Walnut to Geer	162	75
15	Geer to Berkeley	116	54
16	Berkeley to Waring	59	27
17	Waring to Lester	123	57
Geer Road:			
18	Taylor to Monte Vista	174	81
19	Monte Vista to Tuolomne	208	97
20	Tuolomne to Canal	255	118
Lander Avenue:			
21	Main to Linwood	254	118
22	Linwood to State Route 99	198	92
23	State Route 99 to Expressway	148	69
Berkeley Avenue:			
24	Taylor to Monte Vista	36	17
25	Monte Vista to Tuolomne	31	14
26	Tuolomne to Main	64	30

TABLE 8.3-A
NOISE CONTOUR DATA DISTANCE (FEET)
FROM CENTERLINE OF ROADWAY TO L_{dn} CONTOURS

Roadway/Segment	Description	Future 60 dB	Future 65 dB
Tuolomne Road:			
27	State Route 99 to Golden State	113	53
28	Golden State to Geer	58	27
29	Geer to Berkeley	71	33
30	East of Berkeley	67	29
Canal Drive:			
31	Tegner to State Route 99	46	21
32	State Route 99 to Golden State	60	28
33	Golden State to Olive	120	56
34	Olive to Berkeley	180	83
35	Berkeley to Quincy	168	78
36	Quincy to the East	144	67
West Main Street:			
37	Washington to Tegner	83	38
38	Tegner to State Route 99	196	91
39	State Route 99 to West Avenue	178	83
40	West Avenue to Lander	149	69
East Main Street:			
41	Golden State to Canal	46	21
42	Canal to Berkeley	72	33
Christofferson:			
43	Golden State to Walnut	159	74
44	Walnut to Geer	185	86
45	Geer to Olive	207	96
46	Olive to Quincy	199	92
47	Quincy to Santa Fe	156	72
Olive:			
48	Christofferson to Monte Vista	128	59
49	Monte Vista to Tuolomne	158	73
50	Tuolomne to Canal	178	83
51	Canal to Sander	233	108
Hawkeye:			
52	Berkeley to Olive	54	25
53	Olive to Geer	183	85

TABLE 8.3-A

NOISE CONTOUR DATA DISTANCE (FEET)

FROM CENTERLINE OF ROADWAY TO L_{dn} CONTOURS

Roadway/Segment	Description	Future 60 dB	Future 65 dB
Fulkerth:			
54	Geer to Golden State	190	88
55	Golden State to State Route 99	202	94
56	State Route 99 to Tegner	129	60
57	Tegner to Washington	80	37
East Avenue:			
58	Golden State to Berkeley	202	94
59	Berkeley to Johnson	137	64
60	Johnson to Daubenberger	152	71
61	Daubenberger to Venduga	96	45
Waring:			
62	Christofferson to Hawkeye	292	135
Verduga:			
63	Hawkeye to East Avenue	273	127
64	East Avenue to Golden State	240	111
Harding:			
65	Golden State to State Route 99	279	130
66	State Route 99 to Golf Road	121	56
67	Golf Road to Washington	180	83
Washington:			
68	Taylor to Monte Vista	143	66
69	Monte Vista to Harding	188	87

Source: Brown-Buntin Associates.

8.4-c Require site planning and architecture to incorporate noise-attenuating features.

Site and building design (setbacks, topography, orientation of sensitive indoor and outdoor activity areas away from noise sources), construction materials (solid core doors, sound insulation, weatherstripping, and sealed windows), and external shielding (barriers, berms, sound walls) can all reduce interior noise levels as well as exterior levels at locations where noise is least desirable, e.g. children's play areas.

8.4-d Support measures to reduce noise emissions by motor vehicles, aircraft, and trains.

The most efficient and effective means of controlling noise from transportation systems is reducing noise at the source. The City, however, has little direct control over transportation source noise levels because of State and federal preemption (for example, State Motor Vehicle Noise standards). Compliance with State and federal agency standards is the best form of support.

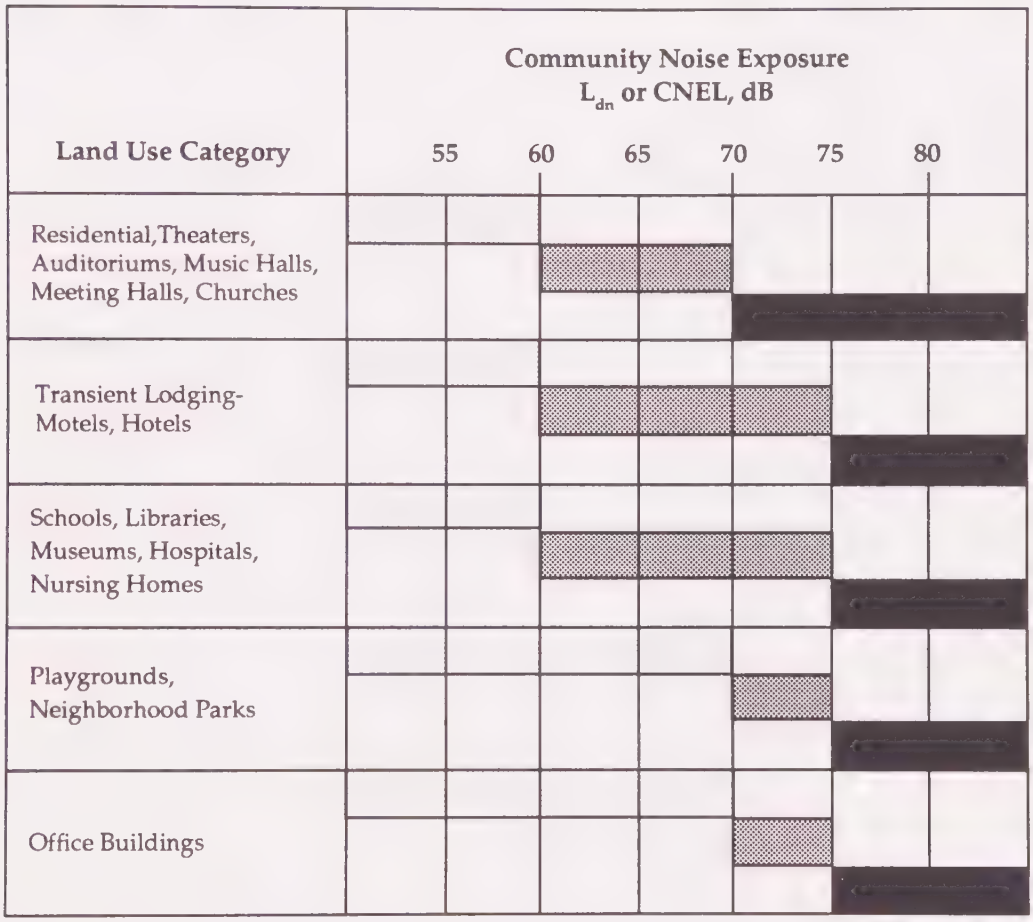
Implementing Policies

8.4-e Evaluate all projects located within the Turlock Municipal Airport environs based upon the criteria established by the Merced County Airport Land Use Commission.

The City will continue its policy of commenting on all referrals from Merced County regarding proposed land uses in noise-sensitive areas.

8.4-f Require all major development projects and noise-sensitive receptors (major residential developments, schools, hospitals, nursing homes, parks, and playgrounds) to comply with the land use compatibility guidelines indicated by Figure 8-2. Compliance shall be based upon projected noise exposure levels at General Plan buildout shown on Figure 8-1. A noise analysis complying with Policy 8.4-h will be required when noise levels are projected to be conditionally acceptable or unacceptable, as these terms are defined in Figure 8-2 for different land uses.

Land Use Compatability Guidelines for Development
Figure 8-2



	ACCEPTABLE	Specified land use is satisfactory. No noise mitigation measures are required.
	CONDITIONALLY ACCEPTABLE	Use should be permitted only after careful study and inclusion of protective measures as needed to satisfy the policies of the Noise Element.
	UNACCEPTABLE	Development is usually not feasible in accordance with the goals of the Noise Element.

Source: Brown-Buntin Associates.

8.4-g New residential, transient lodging, school, library, church, hospital, and convalescent home development should be designed to provide a suitable interior noise environment of no greater than 45 dB CNEL or Ldn.

The California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Sections T25-28) requires that "Interior community noise levels (CNEL) with windows closed, attributable to exterior sources, shall not exceed an annual CNEL or L_{dn} of 45 dB in any habitable room." The Code requires that this standard be applied to all new hotels, motels, apartment houses, and dwellings other than single-family detached dwellings; this policy additionally applies the requirement to single-family detached dwellings. State law requires noise insulation of new multi-family dwellings constructed within the 60 dB CNEL noise exposure contours.

8.4-h A required noise analysis (see Policy 8.4-f, above) should:

- Be prepared by a certified noise consultant under contract to the City;
- Be funded by the applicant;
- Include a representative, on-site day and night sound level measurement;
- Include a delineation of current (measured) and projected (10 years) noise contours with and without the proposed project, ranging from 55 to 75 dBA (Ldn) within the proposed development site; and
- Include a description of adequate and appropriate noise abatement measures where sound measurements exceed Table 8.4-A standards for the proposed use.

A list of accredited noise consultants is available from the State Department of Health Services, Office of Noise Control, 2151 Berkeley Way, Berkeley, California 94794; phone (510) 540-2657.

8.4-i Do not allow new development of noise-sensitive uses where the noise level due to non-transportation noise sources will exceed the noise level standards of Table 8.4-A, as measured immediately within the property line of the new development, unless effective noise mitigation measures have been incorporated into the development design to achieve the standards specified in the table.

8.4-j Require mitigation of noise created by new proposed non-transportation noise sources so that it does not exceed the noise level standards of Table 8.4-A as measured immediately within the property line of lands designated for noise-sensitive uses. This policy does not apply to noise sources associated with agricultural operations on lands zoned for agricultural uses.

8.4-k Continue to enforce the City Noise Control Ordinance.

The City's ordinance addresses a wide range of noise-generating activities, establishing community standards and providing a basis for enforcement.

8.4-l Establish specific truck routes where noise impacts on frontage land uses are least likely to occur.

See Circulation Element Policy 5.6-C and Figure 5-3.

8.4-m Where possible (site conditions permitting), require noise buffers along arterial streets and railroad alignments if proposed new land uses along the routes will be subject to unacceptable noise levels as specified in Table 8.4-B. Noise buffers could involve some combination of special setback, earth berms, solid noise walls, special placement of non-occupancy accessory structures, placement of windowless building sites towards the noise source, building insulation techniques, etc.

Mitigation through the design and construction of a noise barrier (wall, berm, or combination wall/berm) is the most common way of alleviating traffic noise impacts. A noise barrier effect occurs when the "line of sight" between the source and receiver is penetrated by the barrier. The greater the penetration, the greater the noise reduction. Noise barriers often have

the disadvantage of unsightliness; however, properly landscaped berms or walls shielded with climbing vines can, over time, become visual assets.

8.4-n Require mitigation of noise created by new transportation noise sources, including roadway improvement projects, so that noise does not exceed the levels specified in Table 8.4-B in outdoor activity areas or interior spaces of existing noise-sensitive land uses.

TABLE 8.4-A
NOISE LEVEL PERFORMANCE STANDARDS FOR PROJECTS AFFECTED BY OR INCLUDING NON-TRANSPORTATION SOURCES

Noise Level Descriptor	Daytime (7 a.m. to 10 p.m.)	Nighttime (10p.m.-7 a.m.)
Hourly L_{eq}, dB	55	45
Maximum Level, dB	75	65

Each of the noise levels specified above shall be lowered by 5 dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.

Source: Brown-Buntin Associates.

TABLE 8.4-B
MAXIMUM ALLOWABLE NOISE EXPOSURE
TRANSPORTATION NOISE SOURCES

Land Use	Outdoor Activity[1] Areas L_{dn}/CNEL, dB	Interior Spaces	
		L_{dn}/CNEL, dB	L_{eq}, dB[2]
Residential	60[a]	45	--
Transient Lodging	60[a]	45	--
Hospitals, Nursing Homes	60[a]	45	--
Theaters, Auditoriums, Music Halls	--	--	35
Churches, Meeting Halls	60[a]	--	40
Office Buildings	70[b]	--	45
Schools, Libraries, Museums	--	--	45
Playgrounds, Neighborhood Parks	70[b]	--	--

[1] Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving use.

[2] As determined for a typical worst-case hour during periods of use.

[a] Where it is not possible to reduce noise in outdoor activity areas to 60 dB L_{dn}/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB L_{dn}/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

[b] Where it is not possible to reduce noise in outdoor activity areas to 70 dB L_{dn}/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 75 dB L_{dn}/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

Source: Brown-Buntin Associates.

Section 9
Safety Element

Health and safety considerations are an integral part of planning for a well-balanced community. The General Plan examines a range of safety issues, including those mandated by the State. Policies to mitigate hazards associated with natural and man-made disasters are also outlined. Safety issues closely related to topics addressed elsewhere in the Plan are discussed in other elements as noted in Table 9-A.

9.1 FLOODING AND DAM INUNDATION

Flooding. Though Stanislaus County experienced major floods in 1861, 1950, 1955, and 1969[1], Turlock was not affected. According to the Federal Emergency Management Agency (FEMA), no part of the Planning Area is within a special flood hazard area, including the 100-year flood zone, as of August 1992.

Dam Inundation. According to U.S. Army Corps of Engineers' present (1992) standards, the entire Planning Area falls within the dam failure inundation area for the New Don Pedro Dam, located along Tuolumne River about 25 miles northeast of the Planning Area. Dam failure inundation areas are those that would be flooded if a dam were to fail completely within a one-hour period[2]. Such a disaster is highly unlikely, and would occur only under unique circumstances—the New Don Pedro Dam, a half-mile long and 40 feet wide, would have to completely give way, allowing two million acre-feet of water in the Don Pedro Reservoir to pass through in one hour.

Information and policies on storm drainage are included in the Public Facilities and Services Element. Additional information on hazards is in the General Plan Master Environmental Assessment.

[1] *Stanislaus County General Plan Support Documentation*, June 1987.
[2] Prior to 1988, dam failure inundation area maps were required to show the area flooded in the event of complete dam failure in four hours. The current Stanislaus County General Plan, prepared in 1987, does not portray any part of the Planning Area to be within the Don Pedro Reservoir Dam inundation area.

TABLE 9-A: LOCATION OF SAFETY TOPICS IN THE PLAN

Safety Topic	Element Where Addressed
Agricultural Spraying	Safety
Airport	Transportation
Electromagnetic Fields	Safety
Emergency Management	Safety
Fire	Safety/Public Facilities and Services
Flooding and Dam Inundation	Safety
Groundwater and Subsidence	Open Space and Conservation
Hazardous Cargo	Safety
Hazardous Waste	Open Space and Conservation
Railroad Crossings	Transportation
Seismic and Geologic Hazards	Safety
Storm Drainage	Public Facilities and Services

9.2 SEISMIC AND GEOLOGIC HAZARDS

There are no known geologic faults in the Planning Area or in the valley portion of Stanislaus County. The nearest faults are the Tesla Ortigalita fault in the Diablo Range, and the Bear Mountain and Melones faults in the eastern part of Stanislaus County — both of which have been inactive for the last 150 million years[3]. There are no Alquist-Priolo Special Studies Zones in Turlock.

According to information from the State Department of Mines and Geology, two other concealed faults have more recently been discovered. The San Joaquin Fault, lying close to Interstate 5, about 18 miles west of

[3]*Stanislaus County General Plan Support Documentation*, 1987.

Turlock is a Late Quaternary fault that shows displacement during the last 700,000 years. The Vernalis Fault, lying about 20 miles northwest of Turlock, is thought to belong to the Quaternary Period with displacement sometime during the past 1,600,000 years.

Like any other place in the Valley, the area could be impacted by earthquakes along faults in other parts of the region and elsewhere in California. Recorded earthquakes from faults outside the Turlock region have in the past produced ground shaking to an intensity of VI on the Modified This Mercalli Intensity Scale of 1931[4]. According to the State Division of Mines and Geology, ground shaking to an intensity of VII is possible in the future.

A maximum-intensity earthquake would be capable of causing considerable damage in ordinary structures. Most injuries, loss of life and property damage during earthquakes result from structural failures due to ground shaking. Damage from ground shaking is a combined function of the structural integrity of the buildings before the earthquake, and the quality of soils or bedrock underlying the buildings.

Older structures generally were not built to withstand the lateral stress imposed by the groundshaking of a major earthquake. Generally, the older the structure, the less likely it is to resist an earthquake. This applies particularly to buildings having walls of non-reinforced brick held together by sand-lime mortar, and in general to all multistoried buildings that do not have steel reinforcements.

Most masonry structures in Turlock's Downtown were built in the 1920's, well before the adoption of stricter building requirements imposed in 1933. However, these structures, many of which have unoccupied second floors, have withstood the test of time defined by the Historical Building Code, and no action is planned to bring them up to code.

As part of implementing Public Resources Code Section 2690 *et seq.* (Seismic Hazards Mapping Act), the California Division of Mines and

[4]Personal Conversation with the Division of Mines and Geology and *DMG Open-File Report 81-11*. The Lone Pine earthquake of 1872, for example, produced ground shaking of VI intensity in the Turlock region.

Geology is establishing a program to map liquefaction and landslide potential in various parts of the state. Efforts will initially be concentrated on major metropolitan areas, and it is anticipated that it will be a few years before studies in the Central Valley are initiated. The DMG will provide, in addition to maps, policies, and criteria regarding the responsibilities of cities, counties, and State agencies pursuant to development in designated seismic hazard areas.

Guiding Policy

9.2–a Continue to use building codes as the primary tool for reducing seismic risk in structures.

The Uniform Building Code, which has been adopted by Turlock, Stanislaus County and the other cities in the County, is intended to ensure that buildings resist major earthquakes of the intensity or severity of the strongest experienced in California, without collapse, but with some structural as well as nonstructural damage. In most structures, it is expected that structural damage could be limited to repairable damage, even in a major earthquake.

Implementing Policies

9.2-b Continue to require all new buildings in the City to be built under the seismic requirements of the Uniform Building Code, 1979 (or subsequent) editions.

The Uniform Building Code places all of California in seismic risk zone 3, which means that all new structures must be designed to resist collapse in an intensity VIII earthquake.

9.2-c Continue to explore measures to induce building owners to upgrade and retrofit structures to render them seismically safe.

9.3 FIRE

The most significant structural fire hazards are the older masonry and wood buildings in the Downtown. Since most Downtown buildings were constructed prior to 1980, they are not subject to the City's Sprinkler

Ordinance, which requires a sprinkler system or fire walls in all new construction with an area of over 10,000 square feet and sprinklers for buildings three stories or taller.

In 1992 there are three operating fire stations in Turlock, with a fourth station in the process of being made available. The Fire Department currently operates with a Fire Chief that directs 26 suppression personnel, a Fire Marshal, Nuisance Abatement Officer, and a Fire Inspector. The fire department's full-time professional staff is assisted by trained volunteers. The response time is three to five minutes in all service areas.

All fire departments in Stanislaus County have a mutual aid pact, which allows local jurisdictions to call for assistance from other communities. The fire department provides an "Insurance Services Office (ISO) Class IV" level of fire protection to all areas within the present Sphere of Influence boundary.

Guiding Policies

9.3-a Continue to protect people and property from fire hazards.

9.3-b Continue to cooperate with other agencies to provide fire protection to locations throughout the County.

Implementing Policies

9.3-c Implement a comprehensive plan which calls for a central public safety building in the Geer Road/Hawkeye Avenue area, and a satellite fire station in each one of the four City quadrants.

See also Section 4.4: Public Safety Services

9.3-d Maintain a Fire Department response time of five minutes or less for all urban service areas.

9.3-e Maintain mutual aid agreements with other departments in Stanislaus County.

9.3-f Continue enforcement of the Sprinkler Ordinance. As required by the ordinance, buildings over three stories should offer full mitigation against fire hazards.

9.4 EMERGENCY MANAGEMENT

In conjunction with Stanislaus County, Turlock is currently updating its Emergency Preparedness Plan. The Plan is expected to be completed before the end of 1992 and will address a comprehensive range of issues, including priorities and procedures for coordinating evacuation routes in the event of a disaster.

Guiding Policy

9.4-a Continue to cooperate with Stanislaus County and other jurisdictions in preparing and implementing Emergency Preparedness Plans.

Implementing Policy

9.4-b Update the Emergency Preparedness Ordinance periodically to maintain currency with available information.

9.5 MISCELLANEOUS HAZARDS

ELECTROMAGNETIC FIELDS

For a detailed examination of electromagnetic fields issues, see the Master Environmental Assessment. Electric and magnetic fields abound in nature and emanate from the flow of electricity through everything from transmission lines to domestic appliances. While several studies suggest a possible connection between cancer and extremely low frequency (ELF) electromagnetic fields, the link has not been conclusively established.

The Turlock Irrigation District has no official setback recommendations for development adjoining power transmission lines. The School Facilities Planning Division of the State Department of Education has established limits for locating school sites near high voltage power transmission line easements.[5] These standards require setbacks ranging from 100 feet from the edge of an easement for a 100 kilovolt (kv) line to a 350-foot setback for

[5]California State Department of Education, *School Site Selection and Approval Guide*, 1989; School Facilities Planning Division, 1991.

a 500-550 kv line. The voltage in the transmission lines in the Planning Area is 230 kv which would be applicable to this standard. A 230 kv transmission line parallel to the Tidewater Southern Railroad runs from the western edge of the Planning Area to the distribution substation near Washington Road; this is remote from existing or planned non-industrial development.

AGRICULTURAL SPRAYING

A number of herbicides and insecticides which are classified by the State Department of Food and Agriculture (DFA) as potentially injurious to humans are used in the County. Although injuries from injurious agricultural chemicals are experienced predominantly in occupational situations (i.e., direct handling), some hazards to neighboring land uses may occur during application. For example, if crop spraying occurs adjacent to human-occupied urban uses on a windy day, drift could create a hazard. For this reason, State law stipulates that such sprays shall not be applied within one mile of a residential area. Use of any of a list of hundreds of insecticides and herbicides which are classified as "injurious" by the DFA is prohibited without issuance of a permit.

HAZARDOUS CARGOES

As on other portions of the State highway system and the railroads, a wide range of hazardous cargoes are regularly transported along Highway 99 and the railroads that cross the Planning Area. Types of hazardous cargoes regularly transported by freeway or rail include flammable liquids, corrosive materials, compressed and/or poisonous gases, explosives, flammable solids, irritating materials and radioactive materials. The transportation of such cargo creates obvious hazards for existing and proposed land uses adjacent to those transportation routes.

Some potential exists, for example, for spillage of flammable liquid due to a highway or railway mishap, subsequent ignition of liberated material, and possible human casualty and property damage in the path of the burning liquid. Burning spillage can also drain into nearby drainage facilities, spreading fire and increasing the area of damage.

Guiding Policies

9.5-a Cooperate and coordinate actions with other local and State agencies and private organizations to minimize risks associated with hazardous cargoes, agricultural spraying, and electromagnetic fields.

CalTrans, the California Highway Patrol (CHP), the State Department of Food and Agriculture, and the State Department of Education all share concern and responsibility for potential hazards described in this section.

9.5-b Coordinate land use policies with concerns about potential hazards.

Policies in Section 7 calling for buffers between urban and agricultural activities will reduce the risk of exposure of urban residents to agricultural chemicals. Continued use of SR-99 as the western edge of residential development in the City will reduce the number of people that might be exposed to hazards created by spills on the highway. Concentration of industrial activity west of the highway away from housing reduces the risk from accidents that might occur at industrial sites, and also helps to separate industrial vehicle traffic from other traffic on local streets.

Implementing Policies

9.5-c In close cooperation with the railroads, evaluate the safety characteristics of existing at-grade railroad crossings, and promote improvements to the extent feasible and as necessary to reduce potential for mishaps involving hazardous cargo.

See also Policy 5.6-j.

9.5-d To the extent feasible, locate new buildings of high public occupancy — particularly schools, hospitals, civic and institutional uses — at an adequate distance from main railroad alignments and the highway to minimize risks to life and property in the event of a hazardous cargo accident.

Section 10
Implementation Program

This Implementation Program is not an adopted part of the General Plan. The program relates closely to the Plan by bringing together policies from throughout the document. Its purpose is to serve as a reference for City staff and decisionmakers as they program City implementation efforts during the next several years. For members of the public, the Implementation Program will serve as a summary of the major near-term activities the City will undertake in order to realize the guiding principles of the General Plan. The program identifies eight separate implementation programs.

The programs listed here do not comprise an exhaustive list of implementation actions which the City will undertake in the coming years. Such a list would amount to a duplication of much of the General Plan text, so it has not been attempted. Instead, these programs are those major projects that combine policies from multiple General Plan elements or that will facilitate implementation of multiple policies from a single element.

Because the Implementation Program is not adopted as part of the General Plan, it may be amended as needed should the City determine that a different organization of implementing activities would be preferable to the one described here.

10.1 ZONING ORDINANCE AND ZONING MAP REVISION

Policies throughout the Plan call for changes to the City's Zoning Ordinance. These policies are referenced and summarized in Table 10.1-A. In addition, requirements that the General Plan and Zoning Ordinance be consistent with each other mandate a review and update of the Zoning Map to assure consistency with the General Plan diagram. The diagram, together with the land use classifications in Section 2.1, provides the basis for revisions to the City's Zoning Map.

TABLE 10.1-A
CROSS REFERENCES TO TEXT AND POLICIES RELATING TO ZONING ORDINANCE AND MAP REVISIONS

Text Section or Policy Number	Topic(s) Addressed
Section 1.4	Consistency between the General Plan and Zoning.
Section 2.1	Land use classifications establishing allowable uses, residential density ranges and maximum building intensities for non-residential uses.
Policy 2.3-g	Residential standards to be adopted as part of the Zoning Ordinance or in residential design guidelines.
Policy 2.4-m	Amendment of the Zoning Ordinance to distinguish among types of retail areas consistent with the Plan.
Policy 2.5-f	Land supply designated by the General Plan, annexed and zoned for industrial use.
Policy 2.6-f	Revision to the professional/administrative zoning district making professional and administrative offices a permitted use and housing a conditional use.
Housing Element Program Component IIIB	Zoning ordinance revisions intended to remove governmental constraints to housing production and conservation (revisions are detailed in the full Housing Element).
Policy 4.1-k	Amendment of park dedication ordinance to reflect General Plan standards for park acreage in relation to population.
Policy 7.2-n	Facilitating mixed-use projects in Downtown.
Policy 7.2-o	Preserving residential areas north and east of Downtown by minimizing non-conforming residential uses consistent with the General Plan Diagram.
Policy 7.3-g	Permitting uses that will comprise the neighborhood units shown on the General Plan Diagram and described in Plan Section 7.3.
Section 7.7	Urban design policies for development in neighborhoods and the Business Park.

10.2 DEVELOPMENT GUIDELINES

In order to implement the General Plan and facilitate the process of development approvals, Plan policies in the Land Use and City Design elements call for preparation of development guidelines that will describe the City's standards for development of different types. Policies in Sections 2.3 and 7.7 should be implemented through the design guidelines. In the near-term, these guidelines will be implemented through staff-level review of project applications. In the future, the City may determine that the Guidelines should be implemented as part of the work of the Planning Commission or a new design review commission.

10.3 HOUSING ELEMENT PROGRAM IMPLEMENTATION

Section 7 of the Housing Element includes a five-year housing program. The program identifies nine program purposes as dictated by State law, and for each one it lists specific program components. The components are the implementing actions to be undertaken. Each one is described, along with a specification of the agency responsible for implementation, the funding source, the quantified goal for housing production or conservation, and the income group(s) affected by the program. The program is summarized in this volume in Table 7.1-A.

10.4 REORGANIZATION FOR ENHANCED PARKS AND RECREATION SERVICES

General Plan policies for parks and recreation relate to park acquisition and development, financing, and programming. Implementing Policy 4.1-h calls for examining the present organizational arrangement of park and recreation facility management and park maintenance to enhance these relationships. Implementing Policy 4.1-t calls for expanding the role of the Community Activities and Facilities Commission in Park planning. These organization changes are intended to make Parks and Recreation operations more efficient, to make the City's organizational structure more easily understood by its residents, and to emphasize the importance of the full range of Park and Recreation functions.

Under the present organizational arrangement, the Grounds Division of the City Manager's Office is responsible for maintenance of all parks except for Atch Pedretti Park. The Department of Community Activities and Facilities runs all recreation programs, reserves all city parks, and maintains all city buildings. Park planning, acquisition and development is also centered in the Community Activities and Facilities Department, although the lack of a Parks Master Plan has weakened a serious commitment to new park land acquisition and development.

10.5 MONITORING AND EVALUATION OF THE GROWTH MANAGEMENT ORDINANCE

The City's Growth Management Ordinance, adopted in April 1991, requires City staff to submit a report early in 1993, and each year after that, describing building activity that has occurred under the Program, as well as the status of meeting regional housing goals, and comments received relating to the Growth Management Program. As specified in the Ordinance, the Growth Management Program will expire on December 31, 1996 unless extended by City Ordinance.

Housing Element policies add to the review and evaluation process for the Growth Management Ordinance by establishing that:

- In evaluating whether the program should be extended past the 1996 sunset date, the City will prepare an analysis of whether the Growth Management Program has acted as a constraint to the production of housing; and

- In addition, the City will analyze the ability to meet Regional Housing Goals in place in 1996 under the provisions of the Program. If Housing Goals cannot be met and the duration of the Growth Management Program is to be extended, the maximum allowable dwelling unit additions will be revised unless they must be retained for the purpose of protecting the public health, safety and welfare.

  (These provisions are part of the Housing Element Program referenced in Housing Action Program Component IIIA.)

10.6 SPHERE OF INFLUENCE AMENDMENT

Key General Plan policies relate to future urban expansion, and as a complement, promotion of continued agricultural production on lands not planned for urban use. Implementing these policies will require modifications to the City's 1992 Sphere of Influence, through both additions and deletions to the Sphere. The 1992 boundaries and planned modifications are shown in General Plan Figure 2-3.

Decisions on the City's Sphere are made by the Stanislaus County Local Agency Formation Commission (LAFCO), which also makes decisions regarding annexations to cities and special districts. The City will initiate a request to LAFCO for the boundary modifications, and will prepare all necessary documentation to accompany it.

10.7 DOWNTOWN STRATEGIC PLAN IMPLEMENTATION

In February 1991, the City Council adopted a "Strategic Plan of Action" for Downtown Turlock. The Downtown Master Plan discussed in Section 7.2 of the General Plan is one result of the Strategic Plan. Other projects proposed in the Strategic Plan are:

- Turlock Entryway Beautification, consistent with policies in the City Design Element calling for establishment of design guidelines and a zoning overlay district for entry areas;

- Downtown Area Gateway Identity;

- Downtown Transportation Center, the multimodal center discussed in Circulation Element section 5.3;

- Private Sector Design Guidelines, not addressed explicitly in the General Plan, but consistent with the Plan's Guiding Policies for Downtown;

- Economic Feasibility Studies, not addressed explicitly in the Plan, but consistent with the Plan's Guiding Policies for Downtown; and

- Establishment of a Downtown Action Committee, not addressed explicitly in the Plan, but consistent with the Plan's Guiding Policies for Downtown.

The first phases of the Downtown Master Plan are underway in summer 1992, including preliminary soils analysis, preliminary design details and cost estimates. An assessment district financing program to fund first-phase improvements is moving ahead. It is expected that these steps will be completed in the first quarter of 1993.

10.8 INITIATE REDEVELOPMENT PROJECT

The City has had a Redevelopment Agency since the early 1980s. The Agency has been inactive, however, since voters overturned the establishment by the City Council of a Redevelopment Area. In 1992 the City Council reactivated the Agency and directed City staff to study choices for establishing a new Redevelopment project area. In July 1992 the Redevelopment Agency adopted a resolution establishing that "any redevelopment plan to be adopted by it shall exclude the use of condemnation for the purpose of land assembly for private projects, and the use of condemnation by the agency shall be strictly limited to the same public purpose test and standards that apply to the City of Turlock in the exercise of its condemnation powers." This resolution restricting the powers of the Redevelopment Agency is intended to relieve the concerns of property owners and other interested parties who opposed earlier redevelopment efforts because of the potential for condemnations.

In the first quarter of 1993 the City Council, acting as the Agency, has adopted a Redevelopment Project Area encompassing most of the older areas of the city. Throughout the remainder of 1993 City staff will continue work on a proposed Redevelopment Plan for ultimate consideration by the Council/Agency later in the year.

APPENDICES

Appendix A
Circulation System Planning and Design Criteria

Appendix A: Circulation System Planning and Design Criteria

A.1 FREEWAYS

A.1-a California Department of Transportation (Caltrans) design standards should be followed.

A.1-b All interchanges/intersections should be designed for high volume urban traffic.

A.2 EXPRESSWAYS AND ARTERIALS

A.2-a Expressways/arterials should be spaced at a maximum of one mile intervals where possible to properly move through-traffic without congesting collector and local streets.

A.2-b All roadways designated as "expressways" in the General Plan should have sufficient right-of-way reserved to allow a four lane roadway and a 16-foot median with a minimum of one right- and one left-turn lane on each intersection approach.

A.2-c Local and collector street intersections with expressways/arterials should be spaced a minimum of 600 feet apart. Expressway/arterial intersections with other expressways/arterials should be spaced a minimum of 1,300 feet apart. This would allow progression of traffic flow along an expressway/arterial should the intersections ever be signalized. No intersection ith an expressway/arterial should be closer than 1,000 feet to an expressway/arterial intersection with a freeway on-off ramp.

A.2-d Future driveways to commercial and multifamily land uses along expressways/arterials should be limited. No driveway along an expressway/arterial should be within 250 feet of the intersection of two expressways/arterials or an expressway/arterial and a collector street. On-street parking should not be permitted along any thoroughfare adjacent to commercial establishments. On-street parking should not be allowed within 100 feet in either direction from any driveway to a commercial or employment area (to provide adequate sight distances for turning vehicles). Shared

driveways between adjacent businesses should be required where projected traffic volumes to and from both businesses are light (less than 80 vehicles per hour from both). Right turns only should be permitted at driveways with a median used to prevent left turn ingress or egress.

A.2-e Some commercial and employment area driveways now feeding onto existing expressways/arterials should be closed if an adjacent driveway can accommodate the diverted traffic. This could eliminate potential turn conflicts.

A.2-f Where possible, all existing and proposed expressways should be designed as parkways to provide more extensive landscaping along the roadways.

A.2-g Only expressways/arterials should cross the railroad (at-grade or grade-separated). Any intersections with an expressway/arterial having an at-grade crossing should be located a minimum of 600 feet from the crossing.

A.2-h Any additional railroad crossings should be grade-separated.

A.2-i Broad curving alignments along expressways/arterials should be encouraged (permitted allowable speeds up to 45 miles per hour).

A.2-j Business and commercial area address numbers should be posted for each property and should be readable from the street.

A.3 COLLECTOR STREETS

A.3-a Collector streets should be spaced at one-quarter mile intervals where possible to properly move through-traffic to expressways/arterials without congesting local streets.

A.3-b All future and existing collectors should have sufficient right-of-way to allow two mid-block travel lanes (with on-street parking) and left- and right-turn lanes on each collector or expressway/arterial intersection approach.

A.3-c Residential units may feed directly to collector streets, although this practice should be avoided wherever reasonable alternatives exist.

A.3-d Commercial and employment area driveways should connect to collector streets, although their number should be limited to the minimum possible. Shared driveway uses are encouraged for businesses which do not generate high volumes of traffic.

A.3-e On-street parking should be prohibited within 50 feet in both directions from any driveway to commercial or employment areas to provide adequate sight distances for turning vehicles.

A.3-f Curving alignments along collectors are encouraged (permitting allowable speeds up to 35 miles per hour).

A.4 LOCAL STREETS

A.4-a Local streets should have narrower alignments to promote driving speeds of 25 miles per hour or less. Straight sections in excess of 600 feet without perpendicular intersections should not be allowed.

A.4-b Local streets should not be more than 2,500 feet in length. Local streets longer than one-half mile promote usage as alternatives to nearby collectors and expressways/arterials and should be discouraged.

A.4-c Local streets should not be designed to provide an alternative route around existing or potential signalized intersections.

A.4-d Local streets which "dead-end" should not serve more than 20 residential units unless provided with an alternative ingress/egress route for fire and safety access.

A.4-e When property is developed adjacent to vacant property, at least one local street access should be provided to the vacant property from the developed property whenever possible.

Appendix B
Energy Conservation Guidelines

Appendix B: Energy Conservation Guidelines

SOLAR ORIENTATION OF BUILDINGS AND LOTS

The greater the success in designing Turlock subdivision streets and lots for solar orientation, the easier it is for siting a solar building. When streets cannot be optimally solar oriented due to topography or circulation considerations, the lot pattern can usually be adjusted for solar orientation. When neither streets nor lot patterns can have a solar orientation due to other overriding considerations, special building siting without respect to the direction of lot lines or street frontage should be considered.

The solar orientation guidelines which follow are based upon the Turlock areas seasonal sun relationships diagrammed in Figure B-1. In applying these guidelines, it should be understood that general site planning, road alignment, and building orientation measures can moderate energy use only to a limited extent. These measures can assist in a building's solar performance only if the building itself is designed to take the local climate into account.

Building orientation affects both a structure's heat gain and loss characteristics. In Turlock, maximizing south-wall solar orientation of individual units will allow minimal solar exposure during the summer months, and best use of winter sun for space heating. Similarly, west-side wall exposure to afternoon summer sun should be minimized.

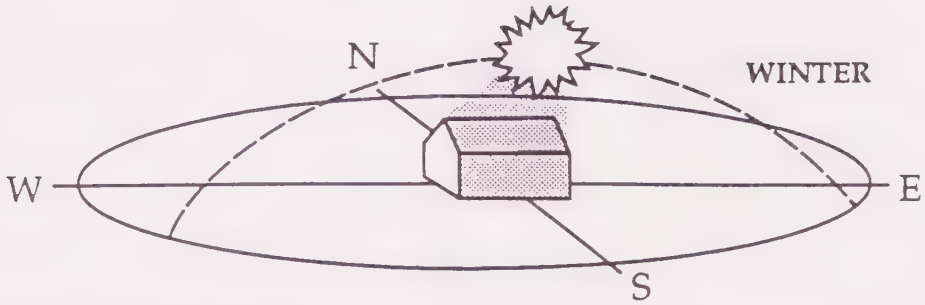
The following specific solar orientation guidelines should be applied to future residential developments in Turlock:

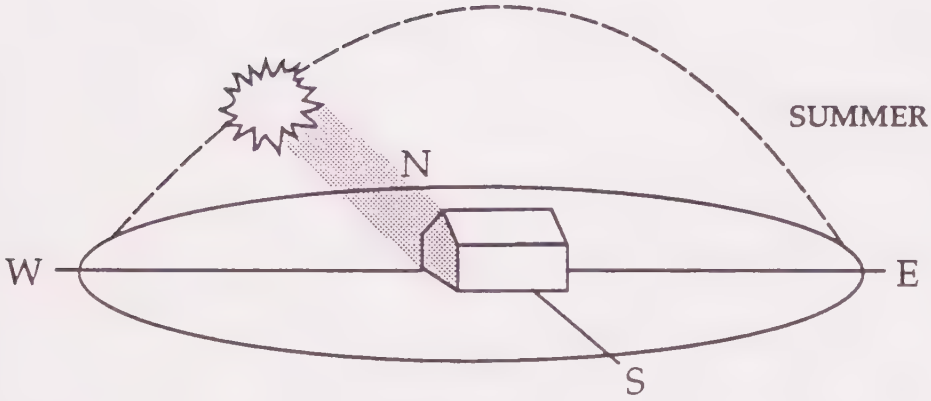
- For single-family detached units, site plans should allow the long axis of the majority of project homes to be within 22.5 degrees of the east-west axis to maximize south-wall and minimize west-wall exposure.

- For single-family attached units (common-wall homes), site plans should allow the long axis of the majority of individual common-wall units to be oriented within 22.5 degrees of north-south to maximize south-wall exposure for individual units.

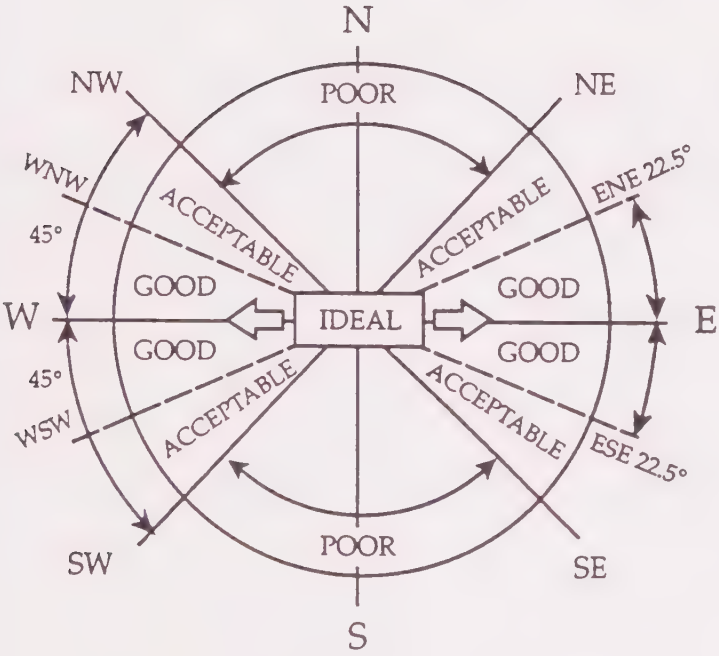
SOLAR ORIENTATION PRINCIPLES

Figure B-1

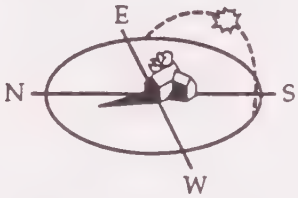




Diagrams illustrate how east-west building orientation (principal wall surfaces and glazing facing south) provides minimal wall area exposed to **summer** overheating, and maximum wall area access for **winter** heat absorption.

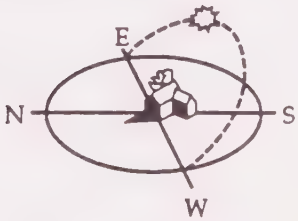


Winter



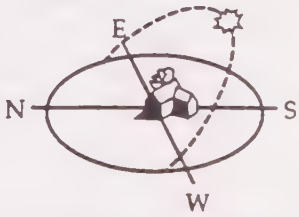
9 hours of daylight

Fall and Spring



12 hours of daylight

Summer



15 hours of daylight

Long Access Orientation for Detached Housing
45° variation from ideal east/west orientation is acceptable, and a maximum 22.5° variation is best, to assure proper summer shade control and winter heat gain.

Source: City of Turlock Department of Planning and Community Development.

- For multifamily units where the long axis of each unit is perpendicular to the long axis of the building, the site plan should allow the long axis of the building (or the largest building component) to be within 22.5 degrees of east-west to maximize southern exposure of individual units.

- Large, west-facing windows should be avoided on all structures for human occupancy.

SOLAR ORIENTATION OF STREETS AND ROADS

Road orientation can be an important factor in siting buildings to meet Turlock energy conservation goals. This is particularly true for single-family detached projects where City regulations encourage building lines to follow lot lines and lot lines to follow roadway alignments. Most single-family developments can be expected to be built so that the long axis of the building runs parallel to the frontage road, with the home facing the street.

Future development in Turlock should incorporate the following solar orientation principles:

- The on-site street pattern in all residential project master plans should facilitate optimal lot patterns and building siting for proper solar orientation.

- For single-family detached and attached units, proper building orientation can be facilitated by running the longest local street segments in a direction within 22.5 degrees of east-west, and the shortest segments within 22.5 degrees of north-south. This will permit southern orientation of the greatest number of individual homes.

- Where it is not possible to align local streets in the optimum direction for proper solar orientation due to topographic or other overriding factors, solar orientation objectives can still be met through building and site design measures.

- Large and/or tall objects capable of casting significant shadows (trees, structures, etc.) should be located so that they do not shade potential solar collector surfaces.

- In higher density residential areas building heights should be limited to provide unobstructed south-wall and roof solar access. Building separations should be sufficient to avoid obstructions of south-wall and roof solar access.

- Maximum lot coverage restrictions in Turlock should not prohibit the use of ground-mounted collectors. Solar collectors should not be fully included in computing lot coverage (treat similar to terraces, balconies, and porches).

- Excessively wide streets or street widening should be avoided to minimize heat radiation.

SHADE CONTROL

During Turlock's hot summer months, direct sunlight exposure of building walls, windows, roofs, and paved areas can heat these surfaces and surrounding space above maximum air temperatures, creating increased demands for mechanical space cooling. To reduce associated energy use while maintaining human comfort, building surfaces and paved areas should be shaded from direct sunlight in the summer months to reduce heat gain and transmission. The following specific shade control measures should be incorporated in future Turlock development projects:

- Provide roof overhangs, wood trellises, and other sunshade devices to shade east and especially west building surfaces and windows from summer sun.

- Modify overhang restrictions in applicable Turlock zoning regulations as necessary to permit generous use of shading devices.

- Where possible, locate non-occupancy structures (garages) on the west side of nearby dwellings to shade west-facing walls against direct afternoon sun.

- Use plantings and screening to shade west walls exposed to summer sun.

- Provide deciduous tree cover to shade streets and parking areas and reduce summer heat radiation.

SOLAR ACCESS

The Turlock sphere of influence is generally flat with excellent solar access available to nearly all of the community. These conditions, together with rising energy costs and local housing affordability goals, make the use of passive and active solar energy systems for residential space conditioning and water heating particularly appropriate. To maximize potential for solar energy use, access to solar radiation should be protected for each residential building site through the following measures:

- Plant materials and their locations should be carefully selected to avoid shading south-facing walls in the winter heating season.

- On individual lots, larger setbacks or yard areas should be provided on the south sides of dwelling units to maximize solar access.

- Private and public open space areas should be located to the south of development sites wherever possible to assist in protecting solar access to building.

- Use of solar collectors of water, space, and swimming pool heating should be encouraged. Solar collectors should be added to the list of items exempted from Turlock Zoning Ordinance building height restrictions (antennae, chimneys, etc.).

- Consider offering incentives (density bonuses, development review advantages, etc.) to encourage incorporation of solar energy systems in residential projects for space conditioning and water heating purposes.

MATERIALS CONSERVATION

Energy can be conserved through careful selection of construction materials and by using less material more efficiently. Materials conservation can result in less energy use to produce, transport, install, operate, and maintain Turlock buildings and improvements. The major areas in which materials conservation could be achieved in Turlock development are grading, paving, utility runs, and use of non-structural storm drainage solutions.

Appendix C
Glossary of Terms and Abbreviations

Appendix C: Glossary of Terms and Abbreviations

Acre-Foot. The volume of water that would cover one acre to a depth of one foot. An acre-foot is about the amount of water used each year in and around the home by two average California families.

Acres, Gross. The entire acreage of a site calculated to the centerline of planned bounding streets and to the edge of the right-of-way of existing or dedicated streets.

Acre, Net. The portion of a site that can actually be built upon. Not included in the net acreage of a site are public or private road rights-of-way, public open space, and flood ways.

ADT. Average daily traffic, a two-directional 24-hour motor vehicle traffic volume.

Affordable Housing. Dwelling units for which the housing payment is not more than 30 percent of household gross income for a specified income group.

Alluvium. A general term for clay, silt, sand, gravel, or similar unconsolidated material deposited during comparatively recent geologic time by a stream or other body of running water as a sorted or semi-sorted sediment in the bed of the stream or on its flood plain or delta, or as a cone or fan at the base of a mountain slope.

Aquifer. A water-bearing rock, rock formation, or a group of formations.

Article 34, Referendum Authority. Requirement of the California State Constitution. Mandates that state public entities obtain voter approval before they develop, build, or acquire a low-rent housing project.

Basic Construction Need. SAAG projection of the number of housing units that will need to be constructed to adequately house a city's projected future number of households for a specified forecast time period. Includes the Basic Replacement Need.

Basic Replacement Need. SAAG projection of the number of housing units needed to replace demolished units, units converted to non-residential uses, and non-planned losses from fire, earthquakes, and other natural phenomena for a specified forecast time period.

Berm. A mound of earth, usually linear, used as a sight or sound barrier.

Buildout. That level of urban development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum level of development envisioned by the City's General Plan. Buildout estimates do not assume that each parcel is developed to include all floor area or housing units possible under zoning regulations.

Cardinal Directions. The four principal directions on a compass: north, south, east, and west.

CDBG. Federal Community Development Block Grant.

CEQA. California Environmental Quality Act, 1979.

CHHWC. Countywide Household Hazardous Waste Collection Program.

CHWMP. Stanislaus County Hazardous Waste Management Plan, June 1991.

City. The City of Turlock.

CIWMP. Countywide Integrated Waste Management Plan.

CMP. Stanislaus County Congestion Management Program.

CNDDB. California Natural Diversity Data Base.

CNEL. The Community Noise Equivalent Level, a 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dB applied to the evening (7:00 to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 a.m.) periods, respectively, to allow for the greater sensitivity to noise during those hours.

Day-Night Average Sound Level (Ldn). The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to nighttime sound levels. The Ldn is approximately numerically equal to the CNEL for most environmental settings.

Decibel (dB). A unit used to express the relative intensity of a sound as it is heard by the human ear. The decibel measuring scale is logarithmic. Zero (0 dB) on the scale is the lowest sound level that a normal ear can detect under very quiet ("laboratory") conditions and is referred to as the "threshold" of human hearing. On the logarithmic scale, 10 decibels are 10 times more intense, 20 decibels are 100 times more intense, and 30 decibels are 1,000 times more intense than 1 decibel. See also Decibel "A-Weighted."

Decibel "A-Weighted" (dBA). The scale for measuring sound in decibels that weights or reduces the effects of low and high frequencies in order to simulate human hearing. See also Decibel.

Density, Net. The number of dwelling units per acre of developable residential land, exclusive of public and private streets, drainage, power-transmission-line easements, or other public and semi-public uses.

Detention Basin. An area used to temporarily store storm water overflow.

Dwellings, Single-family. Single-family units that are detached from any other house with open space on all four sides.

Dwelling, Single-family attached. Single family units that are attached to other units with adjoining walls extending from ground to roof that separate it from other adjoining structures and forms a property line.

Eocene. Geologic time. The early tertiary period, the first period of the Cenozoic era, 40 to 60 million years ago.

FAR (Floor Area Ratio). The gross built floor area on a site divided by the total net area of the site, expressed in decimals to one or two places.

Farmland, of Statewide Importance. The Department of Conservation Farmland Mapping and Monitoring Program classification. Indicates farmland which has a good combination of physical and chemical characteristics for the production of crops.

Farmland, Prime. The Department of Conservation Farmland Mapping and Monitoring Program classification. Indicates farmland which has the best combination of physical and chemical characteristics for the production of crops.

Fault. A surface or zone of rock fracture along which there has been displacement, from a few centimeters to a few kilometers in scale.

FmHA. Farmer's Home Administration.

Grade-Separated. Set apart by a change in elevation.

Gross Acre. See Acres, Gross.

Groundwater Recharge. Replenishment of water stored beneath the earth's surface.

Holocene Age. Geologic time, extending from the end of the Pleistocene epoch (10,000 years ago) to the present.

Household. Person or persons living in one dwelling unit.

Housing Payment. For ownership housing, the mortgage payment, property taxes, and insurance and utilities. For rental housing, rent and utilities.

Income, Above-Moderate. A household whose income exceeds 120 percent of the county median.

Income, Low. A household whose income is between 50 and 80 percent of the county median.

Income, Median. The income at which half the households in the county have a higher income and half have a lower income, as defined for a four-person household by the United States Department of Housing and Urban Development and the California Department of Housing and Community Development.

Income, Moderate. A household whose income is between 81 and 120 percent of the median family income for the county.

Income, Very-Low. A household whose income does not exceed 50 percent of the median family income for the county.

Infill. The development of new housing or other buildings on scattered vacant lots in a largely built-up area.

LAFCO. Local Agency Formation Commission.

Linear Park or Parkway. A long and narrow park, usually on or along a right-of-way for some other use.

LOS. Traffic Level of Service calculated on the basis of a volume-to-capacity
ratio of an intersection or street segment.

MGD. Million Gallons per Day.

Miocene Age. Geologic time, fourth epoch of the tertiary period, nine to 25 million years ago.

MSL. Mean Sea Level.

Net Acre. The area of a lot exclusive of land used or to be used for public or private streets or other rights of way.

Noise Contour(s). Isolines (a line on a map or chart along which there is a constant value) representing noise, measured in decibels. See also Community Noise Equivalent Levels.

Peak Hour Traffic. The number of vehicles passing over a designated section of a street during the busiest one-hour period during a 24-hour period.

Planning Area. The territory for which a city makes policy during the General Plan process. Not necessarily a future city boundary or a future urban area.

Right-of-Way. A strip of land occupied by a road, crosswalk, railroad, electric transmission lines, canal, water line, sanitary or storm sewer, or other similar public or semi-public use.

SAAG. Stanislaus Area Association of Governments.

SCEDCO. Stanislaus County Economic Development Corporation.

SJVUAPCD. San Joaquin Valley Unified Air Pollution Control District.

Soils, Class I. Indicates soil that has no limitations in the production of field crops based on soil and climate characteristics. Part of the Land Capability Classification System which has eight categories from I (no limitations) to VIII (very limited). This classification system does not consider economic factors.

Soils, Class II. Indicates soil that has some limitations in the production of field crops based on soil and climate characteristics. Part of the Land Capability Classification System which has eight categories from I (no limitations) to VIII (very limited). This classification system does not consider economic factors.

Subdivision. The division of a lot, tract, or parcel of land into two or more lots, tracts, parcels, or other divisions of land for sale, development, or lease.

Subsidence. The gradual sinking of land as a result of natural or man-made causes.

TID. Turlock Irrigation District.

USGS. United States Geological Survey.

USGS Quadrangle. A U.S. Geological Survey-produced map showing natural and cultural features for an area extending across 15 minutes of longitude and 7.5 minutes of latitude.

Vacancy Rate. The ratio of unoccupied housing units to total housing units.

Zoning Ordinance. The city ordinance which divides Turlock into zones and establishes regulations governing the use, placement, spacing, and size of buildings, open spaces, and other facilities.

PLAN AUTHORS AND CONTRIBUTORS

CITY OF TURLOCK STAFF

Community Development Department
Steven Hallam
Ernest Rubi
Guiomar Silva-Azevedo
Cydney Casper
Linda Slaybaugh

Other Contributing Departments
Tom Tinsley, Director of Public Works
Cliff Martin, Director of Utilities
Abe Rojas, Director of Community Activities and Facilities
John Johnson, Police Chief
Bob Carlson, Fire Chief

BLAYNEY DYETT GREENBERG, URBAN AND REGIONAL PLANNERS

Ellen Greenberg
Rajeev Bhatia
Kimberly DaCosta
Mark Chambers
Clare Watsky
Susan Pulido
Mike Davis

DOWLING ASSOCIATES, TRANSPORTATION ENGINEERING AND PLANNING

Steve Lowens
Ramesh Neralla

BROWN-BUNTIN ASSOCIATES, INC. ACOUSTICAL CONSULTANTS

Jim Buntin
Jim Brennan

General Plan Diagram

Figure 2-1

Land Use Classifications

- Very low Density Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Office
- Community Commercial
- Heavy Commercial
- Industrial
- P — Public
- E — Elementary School
- JH — Junior High School
- H — High School
- P — Public
- Detention Basin
- Parks/Golf Course
- Agriculture
- Buffer Zone

Circulation System

- Freeway
- Expressway
- Arterial
- 4-lane Collector
- 2-lane Collector
- Interchange
- Planning Area Boundary

* Note: County General Plan designations: r efer to text.

0 4000' 8000'

Turlock

DRAFT GENERAL PLAN

BLAYNEY DYETT GREENBERG *Urban and Regional Planners*

September 1992